



United States  
Department of  
Agriculture

# Fiscal Year 2017 Budget Justification



Forest  
Service

February 2016

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FY 2017 Budget Justification  
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# USDA Forest Service

## Annual Performance Report

### Introduction

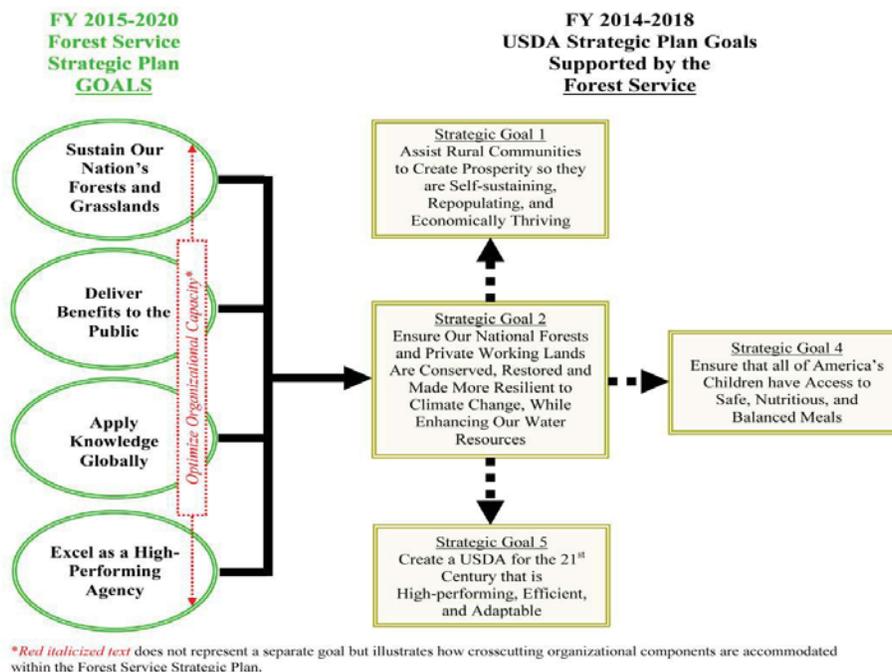
The Nation's forests are a fundamental part of the American landscape, of the Nation's identity, and are a legacy that the Forest Service holds in trust for future generations. The forests provide clean air and water, recreational opportunities, jobs, and a multitude of forest products. The Forest Service plays a critical role in protecting and restoring America's forests and grasslands and making them more resilient to threats and disturbances. Consistent with Secretary Vilsack's vision of an "all-lands approach" to conservation, in 2015 we continued to focus on enhancing water resources, responding to climate change effects and reducing the threat of catastrophic wildfire while maintaining community-based stewardship and emphasizing jobs that support rural communities. The Forest Service demonstrates our achievements, identifies challenges and examines program strategies and methods by using performance systems to measure activities and monitor performance results throughout the year.

In 2015 the U.S. Department of Agriculture (USDA) approved the new *USDA Forest Service Strategic Plan: FY 2015 - 2020*. The Forest Service wrote last year's Annual Performance Report (APR) to the near final draft of the 2015 - 2020 Strategic Plan because we did not have an approved Strategic Plan in 2014. By using the FY 2014 APR as a transition document, we established baselines and guiding principles to start making progress under the new Strategic Plan. In the pages that follow, we lay out several measures that tell a compelling story of how performance management is evolving to help us focus agency spending to make our Nation's forests and grasslands more resilient.

This chapter presents three strategic goals, one management goal, and a cross-cutting emphasis on optimizing organizational capacity. The objectives and the performance measures associated with each represent our progress toward those goals. The Forest Service's accomplishments under the new Strategic Plan continue to inform progress toward Goal 2 of the USDA 2014 – 2018 Strategic Plan: "Ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources." The Forest Service is also helping to create a high-performing, efficient, and adaptable USDA for the 21st century (USDA Goal 5).

The diagram that follows shows Forest Service strategic goals and their alignment to the USDA Strategic Plan. The next section lists specific performance measures that tie the Forest Service's contributions to USDA Goal 2.

### Forest Service Strategic Goals and Alignment to USDA Strategic Plan



### Forest Service Contributions to USDA Strategic Goal #2

						FY 2015	
	Performance Measure	FY 2011 Actual	FY 2012 Actual	FY 2013 Actual	FY 2014 Actual	Planned	Actual
2.1.2	Percentage of public and private forest and grazing land with conservation or management applied to improve or sustain productivity and ecological health *	--	--	--	6.4%	5.6%	6.0%
2.1.3	Total acres of land protected from conversion through conservation easements and fee simple purchases to preserve natural resource quality, open space, and rural amenities	2,431,903	2,529,177	2,676,392	2,779,537	2,905,085	2,891,061
2.2.1	Percent of National Forests in compliance with a climate change adaptation and mitigation strategy	16%	36%	49%	64%	100%	88.5%
2.3.1	Percent of watersheds in properly functioning condition	52%	52%	52%	52%	52%	52.2%
2.4.1	Cumulative number of acres in the National Forest system that are in a desired condition relative to fire regime	59,269,943	59,468,313	59,784,485	60,065,020	61,500,000	60,417,289

\* This was a new measure in FY 2014, developed during the revision of the FY 2014 – FY 2018 USDA Strategic Plan, so there are no accomplishments to report prior to FY 2014.

### Mission Statement

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

### Vision and Values

As part of the USDA, the Forest Service embraces the values identified in the USDA’s 2014-2018 Strategic Plan:

Transparency	Making the Department's management processes more open so that the public can learn how the USDA supports Americans every day in every way.
Participation	Providing opportunities for USDA constituents to shape and improve services provided by the Department.
Collaboration	Working cooperatively at all governmental levels domestically and internationally on policy matters affecting a broad audience.
Accountability	Ensuring that the performance of all employees is measured against the achievement of the Department's strategic goals.
Customer Focus	Serving USDA's constituents by delivering programs that address their diverse needs.
Professionalism	Building and maintaining a highly skilled, diverse, and compassionate workforce.
Results	Measuring performance and making management decisions to direct resources to where they are used most effectively.

### Forest Service Performance Management Framework

The Forest Service has an established performance management framework that tracks our outputs and outcomes and measures our progress towards goals. The framework begins with performance measures established by the organizational unit (Deputy Area) responsible for the program, in support of the strategic plan and individual budget line items. Measures vary in their objectives. Some track program outputs and others inform short-, mid-, and long-term outcomes.

The agency annually sets targets for these measures during the budget process, and issues them to the Regions, Stations, and Area (generally referred to as “the field”) upon enactment of an Appropriations Bill or full year funding bill. We set national targets for all measures in the Budget Justification and APR, and establish Regional or forest-level targets for some measures. As work occurs on the ground throughout the year, we track and report on accomplishments that support these targets in nearly 40 databases across the agency. These databases synchronize to our official data source for external reporting. Once in this database, these accomplishments represent the collective work of:

- 154 national forests and 20 national grasslands that contain more than 600 ranger districts,
- nine regional offices,
- Northeastern Area for State and Private Forestry, and
- Seven research stations including the Forest Products Laboratory and the International Institute for Tropical Forestry.

We annually report official accomplishments to USDA, Office of Management and Budget (OMB), Congress, and the public. Leadership also uses accomplishment data to inform progress and provide accountability for results.

#### Data Validity and Verification

The Forest Service uses a number of processes and controls to ensure data quality and validity. In the field, managers, supervisors, and project staff are responsible for reviewing the completeness and quality of the data at the ranger district, national forest, and regional levels. We also require regional-level leadership to certify performance of all appropriate procedures to ensure validity and reliability of key performance data, and to document data that do not meet the standard.

In FY 2014, we started a new, more rigorous application of data quality assurance and began phasing in a requirement for Data Quality Assurance (DQA) Plans on individual performance measures. A DQA Plan includes a clear articulation of data stewardship roles and responsibilities at various levels in the agency, names responsible personnel by role, and provides training modules tailored to roles intended to establish uniformity in the agency's knowledge base on data stewardship. By FY 2017, all measures will have a DQA Plan.

*Flow of Strategic Goals, Objectives, and Strategic Performance Goals***Strategic Goal: Sustain Our Nation's Forests and Grasslands**

Strategic Objective A: Foster Resilient, Adaptive Ecosystems to Mitigate Climate Change

By 2020:

- Improve or sustain productivity and ecological health on public and private forest and grazing land.
- Increase the proportion of acres with ecological benefit from natural ignition to 80 percent.
- Achieve a Forest Service-wide 25 percent reduction of Greenhouse Gas Scope 1 & 2 emissions and a 10 percent reduction in Scope 3.<sup>1</sup>

Strategic Objective B: Mitigate Wildfire Risk

- By 2020, reduce wildfire risk on the highest priority National Forest System lands by five percent.

Strategic Objective C: Conserve Open Space

- By 2020, increase the connectivity of State and Private lands in priority areas and key National Forest System lands by 15 to 25 percent from 2014, and double the retention of working forests in key landscapes identified in Forest Action Plans from 2014 baseline.

**Strategic Goal: Deliver Benefits to the Public**

Strategic Objective D: Provide Abundant Clean Water

- By 2020, 54 percent of national forest and grassland watersheds will be functioning properly.

Strategic Objective E: Strengthen Communities

The agency will continue to achieve mandatory Procurement Preference Goals annually, ensuring that a significant portion of the agency's contracted work is awarded to small, minority-owned, veteran-owned, or other disadvantaged business category.

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<sup>1</sup> The Greenhouse Gas Protocol separates greenhouse gas emissions into three different categories, or Scopes. Scope 1 emissions arise directly from sources that are owned or controlled by the agency, for example from fuels used in our boilers or the fleet vehicles; Scope 2 emissions are generated by purchased electricity, heat or steam consumed by the agency; and Scope 3 emissions are a consequence of the activities of the Forest Service but occur from sources not owned or controlled by us such as emissions associated with waste, water, business travel, commuting and procurement.

Strategic Objective F: Connect People to the Outdoors

- By 2020, increase the percent of people engaging in meaningful outdoor experiences by six percent from 2014.

**Strategic Goal: Apply Knowledge Globally**

Strategic Objective G: Advance Knowledge

- By 2020, increase the external use of Forest Service-based knowledge products by five percent from FY 2014 levels.
- By 2020, refresh and modernize 50 percent of enabling IT infrastructure, including network, storage, end user computing, and radio, based on 2014 baseline.

Strategic Objective H: Transfer Technology and Applications

- By 2020, 90 percent of all prioritized Forest Service datasets are externally available to the public as downloadable files, map services, applications, or APIs.

Strategic Objective I: Exchange Natural Resource Expertise

- Job Corps Civilian Conservation Center students graduate with job placements at or above the Department of Labor national average.
- The Forest Service effectively uses agency skills and capabilities for the benefit of our U.S. and international partners and collaborators.

**Management Goal: Excel as a High-Performing Agency**

**Strategic Goal: Sustain our Nation's Forests and Grasslands**

The Nation's vast forests and grasslands are essential to our country's ecological, physical, biological, economic, cultural, and social well-being. Impacts from severe wildfires, insects and diseases, invasive species, human activities, climate change, extreme weather, and other visible disturbances have raised public awareness about the environment. These impacts, combined with varying human demands, perpetually challenge our ability to ensure that ecosystems are healthy, resilient, and thus more adaptable to changing conditions, or that restoration to a healthy state remains a viable alternative. Long-term conservation across land ownership boundaries through collaborative partnerships and knowledge transfer can enhance the natural functions of the land and can contribute to sustainability—the ability of forests and grasslands to produce goods and services that people want and need, both now and in the future.

Strategic Objective A. Foster Resilient, Adaptive Ecosystems to Mitigate Climate Change

Strategic Performance Goal: By 2020, improve or sustain productivity and ecological health on public and private forest and grazing land.

**Overview**

Millions of acres of public and private forests and grasslands are at risk due to uncharacteristically severe wildfires, drought, and insect and disease outbreaks. By managing to this strategic performance goal, the Forest Service works to restore and manage our forests and grasslands so that they are more resilient to a variety of threats, and more capable of delivering benefits to the American people, while sustaining forest carbon sequestration and storage capacity to help mitigate the effects of climate change. Benefits of resilient landscapes include access to clean water, air, and fish and wildlife habitat, as well as the full range of ecosystem services, such as carbon sequestration, recreation access, and timber and biomass production.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
All lands restored/enhanced (acres)	4,924,904	4,424,845	4,703,857	4,968,161	4,581,000	5,286,115
Grazing allotments administered to standard (acres)	27,132,200	30,396,997	29,268,333	29,794,000	27,000,000	28,605,088

**Supporting Performance Indicators**

The Collaborative Forest Landscape Restoration Program (CFLRP) celebrated its five-year anniversary in 2015. During that time, the program delivered substantial progress on fulfilling the intent of the Omnibus Public Land Management Act of 2009 to restore ecosystem resilience and reduce the risk of uncharacteristic wildland fire on landscapes at high risk. In pursuit of these goals, our CFLRP program continues to build collaborative partnerships while we increase our capacity for on-the-ground project implementation and monitoring and support local communities and their economies. The CFLRP has met or exceeded its five-year targets for a majority of performance measures, including timber volume sold, hazardous fuels reduction, and wildlife habitat improved, and is on track to meeting its lifetime goals over its ten year timeframe. We completed a progress assessment on meeting program goals and presented the results in the CFLRP five-year report released in April 2015:

[http://www.fs.fed.us/restoration/documents/cflrp/CFLRP\\_5-YearReport.pdf](http://www.fs.fed.us/restoration/documents/cflrp/CFLRP_5-YearReport.pdf) .

We have also focused on stewardship contracts as a tool for restoration, and have built capacity over the past several years to maximize the use of this tool. With permanent authority granted through the Agriculture Act of 2014, we have increased our flexibility to accomplish collaborative restoration work at a landscape scale. We have already demonstrated a shift toward stewardship contracts covering more acreage. From 2010 to 2015, our average acres per contract increased by 50 percent and our average volume per contract doubled.

**Strategic Objective Progress Update**

The annual acres of public and private forest lands restored or enhanced looks at a broad suite of treatments and work across the landscape including agency efforts under Integrated Resource Restoration (IRR) to improve watershed function and resilience, a main driver of progress

toward the stated objective. Fiscal year 2015 was the fourth year we piloted the IRR Program in Regions 1, 3, and 4. These pilot regions continued to work across disciplines to plan and implement landscape-scale restoration projects in collaboration with partners and local communities. While the most obvious change is the combining of several budget line items, under IRR we continue to increase the level of cross discipline integration to more efficiently achieve restoration outcomes and realize the intended benefits. These changes are complex and long term. The IRR pilot provides us with increased flexibility that has allowed the field to better integrate resource programs to focus on high priority restoration work, address unexpected challenges, conduct larger projects and enter into multi-year contracts.

Across all regions in FY 2015, we increased restoration efforts while also maintaining strong timber and biomass programs important to rural communities and economies. Working in a more integrated fashion boosted our restoration efforts, allowing us to lower the threat to communities by reducing hazardous fuels on 1.6 million acres in the wildland-urban interface (WUI). We also sustained or restored watershed conditions on 3.1 million acres, while producing almost 2.9 billion board feet of timber of timber volume sold.

Strategic Performance Goal: By 2020, Increase the Proportion of Acres with Ecological Benefit from Natural Ignition to 80 Percent.

## **Overview**

Wildland fire is a natural and necessary component of restoring and maintaining most of the ecosystems managed by the Forest Service. Fire provides critical ecosystem functions including transforming dead and dying material into nutrients, controlling insect populations, creating habitat for wildlife, and creating conditions for establishment of plant communities. Many forest and grassland plant and animal species rely on immediate post-fire and early successional conditions for their survival, so naturally-ignited fires that benefit ecosystems are an important part of our Restoration and Hazardous Fuels programs. Wildland fires can provide resource benefits by reducing hazardous fuels and restoring resilience to landscapes, especially those ecosystems adapted to frequent fire. In addition, wildland fires can reduce the likelihood of high-severity fires in the future.

In addition to the ecosystem benefits, naturally-ignited wildfires that we allow to burn can have lower costs and can pose lower risk to personnel than fires we suppress as quickly as possible or than fuels we treat by traditional mechanical means. Naturally-ignited wildfires are often the most effective way to meet restoration objectives in remote areas like wilderness. However, we do not use this tool as often as we could for a variety of reasons, including internal or public pressure to put wildfires out quickly, and the possibility of larger and more severe fires resulting from extensive fuels buildup. Fire managers always assess the potential fire spread, behavior, and values impacted by each wildfire to decide the best strategy and tactics. With increased education and decision support tools, fire managers will be better equipped to identify when the conditions are present to manage rather than suppress wildfire for resource benefits.

Our objective is to allow fire to resume its natural role in ecosystems by increasing the percentage of fires that naturally burn to benefit resources, thereby decreasing the risk of

catastrophic fires, better protecting communities, and creating and maintaining landscapes that are more resilient.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY2014	FY 2015	
					Target	Actual
Percent of acres burned by natural ignition with resource benefits*	-	-	-	70%	-	-

\*This is a newly developed indicator that we are currently evaluating and piloting. An established baseline of 70% in FY 2014 replaces annual targets.

The use of natural fire for ecological restoration is dependent on natural fire activity, which is characteristically random. The Forest Service continues to invest in educating fire managers and the public about this tool, and in developing better decision support systems to inform agency leaders and fire managers’ decisions on when it is most effective to use natural fire. As the agency continues to target the places where fuels treatments of all types will be most effective, more of the landscape will transition into a condition where fire can resume its natural role.

**Strategic Objective Progress Update**

Though implementation on a pilot basis will begin in FY 2016, we will assess progress for this newly implemented indicator at the end of the five-year period (FY 2016-2021). We expect to have preliminary results to compare against the FY 2014 baseline in FY 2016 and FY 2017. We will look for trends in improvement by Region and nationally and will learn from the measure and improve agency use of this tool. This new performance measure reflects both the landscape condition, as resilient landscapes should result in more beneficial fire effects, and our proactive efforts to use wildfire as a management tool. The measure is an indicator of how wildfire management, fire ecology, and agency leadership can work together to achieve desired conditions and leverage advantageous circumstances.

The purpose of this strategic performance goal and performance indicator is to encourage and develop more consistency in the use of this treatment tool, as well as to increase how often it is used. Because certain conditions must be present in a specific wildfire incident to allow for opportunistic use of this tool, we must educate fire managers and improve decision support systems to encourage managers to use natural fire as a tool under appropriate conditions. Measuring and assessing its use, and annually increasing the percentage of acres managed in this way, will help us to ensure progress in use of this important tool for managing wildland fire. Increasing trends could indicate that conditions are improving where fire can play a natural role, and that fire managers are more actively seeking opportunities to manage naturally-ignited fires for resource benefits.

Strategic Performance Goal: By 2020, achieve a Forest Service-wide 25 Percent Reduction of Greenhouse Gas Scope 1 & 2 Emissions and a 10 Percent Reduction in Scope 3.

**Overview**

To fulfill the agency’s obligation to present and future generations, the Forest Service must integrate its land stewardship mission with practices that reduce consumption and overall resource use. Agency operations and assets must become more resilient to the impacts of a changing climate so we can continue to provide a high level of service while caring for the National Forest System lands. There exists a direct relationship between healthy forests and potable water, energy consumption, waste management, clean air, and modes of transportation.

Over the past 20 years, there have been many new sustainability mandates, and the Office of Management and Budget (OMB) scorecard requirements have established targets for reducing Federal agencies’ environmental footprints. The *President’s Climate Action Plan* builds on the *Presidential Memorandum on Federal Leadership on Energy Management*, and other sustainability and efficiency mandates, including the Energy Policy Act of 2005, the Energy Independence and Security Act of 2007, and a series of Executive Orders (EO). These include EO 13423 “Strengthening Federal Environmental, Energy, and Transportation Management,” EO 13514 “Federal Leadership in Environmental, Energy, and Economic Performance,” and EO 13693 “Planning for Federal Sustainability in the Next Decade.” Increased attention to the consumption impacts of the federal sector reiterates the need for expanding adoption of sustainable operations practices and behaviors. Greenhouse gas (GHG) emission measures show progress in more finite areas such as renewable energy, reductions in petroleum consumption, and increased use of telework to reduce commuting-related emissions. We set bold targets under this goal intentionally, and we actively support activities that address the impacts of climate change overall and those that increase operational and asset resiliency.

**Key Performance Indicators**

The key performance indicator is the GHG level reported by metric tons of carbon dioxide equivalent (MT CO<sub>2e</sub>) in the Annual GHG Report to the USDA. The table below depicts totals reported for the past five years:

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target ‡	Actual †
Scope 1 & 2 GHG emissions, MT CO <sub>2e</sub>	346,508	257,521	282,628	194,724	232,099	-
Scope 3 GHG emissions, MT CO <sub>2e</sub>	*	103,954	91,388	108,746	160,787	-
Total GHG emissions, MT CO <sub>2e</sub>	376,013	361,475	374,016	303,470	392,886	-

\* Data incomplete for 2011

† Available later in 2016

‡ Target based on adjusted baseline

**Supporting Performance Indicators**

Sustainable Operations supports the mission in the face of a changing climate by conducting land stewardship using practices that reduce our resource consumption and environmental footprint. The Sustainable Operations Collective focuses on reducing on-the-ground consumption, piloting scalable innovations, and developing policy that is integrated, solution-oriented, and supported by leadership. The collective has engaged a network of dedicated employees who share the commitment to build resiliency into landscapes and communities and to link current

consumption habits to future assets. Through a growing number of initiatives, the collective has enabled integration of best practices, building capacity in the agency and community, and saving money and resources by implementing efficiencies.

Under an annual program of work, field-focused teams take steps towards footprint reduction in six areas: energy, water, waste reduction and recycling, fleet and transportation, sustainable acquisition, and sustainable leadership. Although many of these actions may not tie directly to a reduction in GHGs, they support changes in behaviors and systems that can have significant impacts. Each field-based team develops a list of specific outcomes annually and maps them to the relevant executive orders, laws and Presidential mandates. The Sustainable Operations element of the agency climate-change scorecard also comprehensively reports measured progress.

Corporate Priority Action Items (CPAI) make up a major part of the Sustainable Operations program of work. Field-based teams piloted and identified these actions as scalable Forest Service-wide and effective in reducing consumption. The CPAIs for FY 2014 and FY 2015 are Utility Bill Cleanup, designed to identify baseline energy consumption, and Power-IT-Down, designed to reduce office energy consumption. We have phased implementation for both efforts. Future CPAIs may include items such as a no-idling policy for fleet vehicles, leak detection for Forest Service water systems, and recycling plans on all units for fire incidents. Completing identified CPAIs on all units will be a major performance indicator for Sustainable Operations.

### **Strategic Objective Progress Update**

In addition to the field-based teams' program of work, the Sustainable Operations Collective annually updates each footprint areas' "Cost and Consumption Reduction Plans" that span the agency. The collective highlights actions that we need to implement to encourage greater footprint reduction activities. They outline four categories of activities to 1) provide easy access to accurate, transparent energy consumption and cost data; 2) increase energy cost and consumption awareness; 3) provide organizational capacity; and 4) implement reduction measures.

We are currently focusing on the greatest challenge to this program, improving the incomplete and inaccurate data systems for all footprint areas and establishing accurate baselines. It is difficult to extract the agency's baseline from the 2008 USDA-level baselines that form the foundation for mandated reductions.

The accuracy and completeness of GHG emissions reporting varies with data system accessibility and the accuracy and completeness of field reporting. In FY 2014, the change in utility payment systems partway through the fiscal year resulted in gross under-reporting of Scope 1 & 2 emissions, and in FY 2013, the agency did not report a subset of Scope 3 data. For that reason, numbers reported in the table above do not tell a full and accurate story of the Forest Service's GHG emission profiles, and are a poor measure of effectiveness. We plan to continue to pilot place-based understanding of more local GHG inventories, focusing on relatively simple changes to the data systems and identifying where a smaller set of more accurate data may serve as a better indicator of progress and effectiveness. We will continue to divide our resources between

investments in data quality improvements and investments on the ground in actions that reduce GHG emissions and internalize long-lasting behavioral and process change.

Strategic Objective B. Mitigate Wildfire Risk

Strategic Performance Goal: By 2020, Reduce Wildfire Risk on the Highest Priority National Forest System Lands by Five Percent.

**Overview**

The Fire and Aviation Management program supports the three goals of the National Cohesive Wildland Fire Management Strategy: fire-adapted communities, resilient landscapes, and safe, effective fire response. The prevention, preparedness, response and hazardous fuels programs work together to reduce wildfire risk. The Forest Service cannot eliminate the occurrence of wildfire through prevention and fuel treatment programs. However, fuel treatments, along with preparedness, strongly affect our ability to prepare for, absorb the effects of, respond to, and recover from wildfire in both natural and human communities. Fuel treatments can also be instrumental in reducing risk in order to increase the number of acres that burn with resource benefit, as described in further detail in Strategic Objective A.

Fuel treatments provide safer conditions and more strategic options for fire managers and firefighters. Limited resources require us to prioritize areas for fuel treatment by risk (i.e., values are high, multiple highly valued resources and assets are present and susceptible, the probability of fire is high, and/or expected fire intensity is high), as well as where we can effectively mitigate risk by reducing expected fire intensity.

Although the benefit of individual fuel treatments is well known and documented, the Forest Service continues to move our Hazardous Fuels program towards becoming more risk-based. We are evaluating the nature and extent of the fuels problem in terms of risk to wildfire to key values, evolving towards determining treatment and funding priorities based on those risks, and developing ways to measure accomplishment and program success in terms of risk reduction.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
National Forest System Wildfire Risk Index	-	-	-	1	N/A	N/A

The Forest Service is piloting this newly developed indicator to describe the relative risk of wildfire to NFS lands over time. We tested the indicator on one Collaborative Forest Landscape Restoration (CFLR) project, and the agency is working with fire scientists to develop a nationally scalable methodology. We are piloting the measure more broadly in FY 2016 and have established the baseline reading of the index and set the value at “1.” The area this indicator is evaluating is large—the entire National Forest System in the lower 48 states—so annual fluctuations are likely to be very small. For this reason, we have not identified annual targets, but have developed a target for the final year of the Strategic Plan, 2020. The measure would create an index of relative “fire risk” based on the likelihood of a large fire impacting highly valued resources. Annually, we will re-calculate the index and determine whether there is an overall

reduction in national risk. Changes that could affect the index include fuel treatments, wildfire, forest management, vegetation growth, increased wildland urban interface (WUI), insects and disease, and increases in fire-adapted communities.

### **Supporting Performance Indicators**

Each fiscal year, the Forest Service measures the number of acres on which it treats hazardous fuels on the National Forest System, both outside and inside the WUI. This helps us to evaluate the number of acres on which we are attempting to reduce risk, but does not inform the nature of the risk, either before or after the treatment. We are also implementing spatial accomplishment tracking in the reporting system to better represent the treatment “footprint” on the landscape. This capability should be fully functional in FY 2017. Fire management personnel are using the spatial representation of fuel treatments to manage wildfires more effectively and more safely. We also monitor the efficacy of fuel treatments if a wildfire tests their effectiveness. In addition to monitoring overall effectiveness, this data helps us to drill down into design factors to improve the prescriptive details of future treatments.

The Forest Service is also refining the way we account for acres treated for hazardous fuels reduction to better account for desired outcomes – actual acres where fuels have been effectively mitigated (footprint). In the past, reported hazardous fuels acres accomplishments reflected work awarded or completed, but not necessarily a change in landscape conditions. We will begin tracking new measures in FY 2016 that count fuel treatments only when the unit certifies completion of all the planned treatments and that the fuels are in the desired condition based on the relevant NEPA documentation. We continue to track intermediate treatments for continuity and for overall activity tracking, but we will use the new measures for assessing outcomes (see the Hazardous Fuels section for more information on these new measures). More meaningful reporting will help us to focus on the most important work to increase resilient landscapes and reduce wildfire risk.

### **Strategic Objective Progress Update**

This is a newly developed indicator that the Forest Service plans to continue to pilot in specific places while we work on a nationally scalable methodology, which could take a couple of years. Very little change may occur annually in the risk index, due to the size of the evaluation area and the number of acres that the agency can treat to reduce fuels each year. The purpose of this indicator is to assess landscape change over time and it will be most meaningful to assess outcomes at the end of a five-year period. This can provide critical information for monitoring trends in risk and evaluating the performance of previous risk mitigation investments. Quantifying wildfire risk facilitates analysis of tradeoffs across highly valued resources and enables cost-effectiveness analysis as a basis for evaluating risk mitigation options. The Forest Service has a limited capacity to do fuel treatment work, and risk assessment is one important way to prioritize fuel treatments. The potential scope of the fuels problem nationally is large and constantly changing. This strategic performance goal and associated performance goal indicator are one way to ensure we are investing resources effectively and efficiently to address fuels treatment.

Strategic Objective C. Conserve Open Space

Strategic Performance Goal: By 2020, increase the connectivity of State and Private lands in priority areas and key NFS lands by 15 to 25 percent from 2014, and double the retention of working forests in key landscapes identified in Forest Action Plans from 2014 baseline.

**Overview**

Open space is vital to human health, economy, and well-being. The Nation loses an estimated 6,000 acres of open space each day, at an average rate of four acres per minute. Looking ahead, research estimates that by 2060, U.S. forest area will decline by over 24 million acres. In addition, 21 million acres of private rural lands near National Forests and Grasslands will experience substantial housing density increases by 2030.

Open space development affects our ability to manage the national forests and grasslands, as well as our ability to help private landowners and communities sustainably manage their land to maintain private and public benefits and ecosystem services. The Forest Service is working towards an interconnected network of open space across the landscape that supports healthy ecosystems and a high quality of life for Americans. Fully realized, this network will include sustainably managed private forests and rangelands, national forests and grasslands, other public land, riparian areas and wildlife corridors, and urban greenspaces. Private and public open spaces will complement each other across the landscape to provide ecosystem services, wildlife habitat, recreation opportunities, and sustainable products.

One of our primary land management objectives is to increase the connectivity of forests and grasslands. Consolidating the fragmented lands into public ownership supports landscape and watershed level restoration efforts, habitat management, and recreation access for the public. Undoing checkerboard ownership can make public lands more accessible. Every square mile of checkerboard land acquired connects three square miles of lands. We estimate that the 144,000 acres acquired through a land exchange on the Lolo and Flathead National Forests in FY 2014 reconnected over 400,000 acres, bringing dramatic efficiencies of scale for wildfire protection, wildlife and game management, and public access.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
Annual acres of NFS lands acquired or donated	20,149	26,330	62,133	54,230	26,661	11,805
Private forest acres protected by the FLP through conservation easements or fee-simple purchases Annual	149,911	52,999	87,927	34,715	90,000	106,369
Acres protected by the Community Forest Program through fee- simple purchases Annual	-	-	1,803	4,421	-	1,122

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
Acres in important Forest Resource Areas covered by active Forest Stewardship Plans and forest stand Management Plans Annual	-	-	-	(Baseline being established <sup>†</sup> )	-	1,040,458
Acres in important Forest Resource Areas covered by Landscape Stewardship Plans Annual	-	-	-	Baseline being established <sup>‡</sup>	-	1,778,554

<sup>†</sup> Reporting for this data transitioned to the SMART system in FY 2014. We are still assessing data for quality control purposes, so FY 2014 is a baseline year.

<sup>‡</sup> This is a new measure with only preliminary data in the system in FY 2014.

While we measure a number of important indicators that help to show progress towards the 2020 performance goal for this strategic objective, we are also developing new measurement tools to track specific outcomes. We will leverage geospatial accomplishment data and other agencies’ Geographic Information System (GIS) data layers to describe more fully performance related to the 2020 goal. We will evaluate methods for measuring relational aspects of key program indicators to identify priority landscapes in order to demonstrate all-land conservation outcomes. The Forest Service is evaluating potential metrics such as structural connectivity and aggregation, and will evaluate how they work within and between geographic regions. This will help us to evaluate the combined contributions of agency investments on a landscape scale, rather than evaluating them solely on a program-by-program basis.

**Supporting Performance Indicators**

The Forest Service annually measures a number of indicators that help us assess our progress in conserving open space, particularly focused on connectivity of key landscapes and retention of working forests. These indicators include the number of community forests established each year, and the associated acres of those forests that the Community Forest and Open Space program (CFP) protects. These indicators show the trends in the growth of community forests over time, and help us to determine whether interest is growing in this relatively new program. We have established 17 community forests since the program’s inception in FY 2012, protecting a total of 7,346 acres<sup>2</sup>. The number of application requests for this program helps us to evaluate the demand, and helps us focus our outreach efforts regarding the program. In FY 2015, the agency was able to fund six of 21 requests for funding and the program had four closings.

The Forest Legacy Program collects data that enables the Forest Service to analyze key contributions to connectivity in significant areas. For example, we are able to correlate the contributions of acres protected to watershed health, especially meaningful for important landscapes like the Crown of the Continent in Montana. We can also evaluate how much land we have protected through Forest Legacy of the original range of critical imperiled species, like longleaf pine. Transition zones, where one forest type is transitioning to another forest type, are important areas to protect because as the climate changes, these areas will be most resilient. We

<sup>1</sup> In the FY 2016 Budget Justification, we reported a total of 8,394 acres protected based on acres estimated in project proposals. This updated total reflects actual closings, which is more accurate.

can measure where we have protected these types of key landscapes and look at where we are retaining working forests through the Forest Legacy program. We are also able to evaluate key contributions of protected lands in places important to the forest products industry.

In the Forest Stewardship program, the Forest Service is implementing the Landscape Stewardship Approach, a new approach for program delivery that will enable us to increase connectivity in priority areas identified in States' Forest Action Plans, and retain more working forests. This approach involves developing and implementing landscape-scale and community-based planning where State Forest Action Plans suggest that opportunities exist. To accomplish this, the Forest Service engages multiple owners of interconnected forest properties to achieve one or more forest resource management objectives, such as creating economies of scale for local forest product markets. In total, through this work, almost 1.8 million acres in important forest resource areas are now covered by Landscape Stewardship Plans.

We also bring landscape-level resource information and management practice guidelines into individual Forest Stewardship Plans. In FY 2015, we finalized the revised Forest Stewardship Standards and Guidelines, which better institutionalized this approach. The Forest Stewardship program also recently adopted new, more comprehensive performance metrics such as practice plans and other management plans. These types of plans equate to professional assistance tailored to site-specific landowner needs, delivered in an efficient manner. We plan to conduct similar studies every five years. Annually, the agency measures the number of private forest landowners reached through Forest Stewardship Program technical, planning, and educational assistance. In FY 2015, such efforts reached 365,125 landowners.

In 2015, the Forest Service completed an historic acquisition on the Carson National Forest in New Mexico. The Miranda Canyon acquisition protected 5,000 acres that include the headwaters of the Rio Grande River and the entire Miranda Canyon Arroyo watershed. In 2010, the Taos County Commission approached the Forest Service about acquiring the land because residential development planned for the site threatened drinking water for the Taos Pueblo and other residents. With support from the Forest Service and the New Mexico Congressional delegation, the Trust for Public Land purchased the parcel, and held it until we could complete purchasing the tract over 4 years.

This acquisition complements ongoing landscape-level conservation efforts and investments by both the Forest Service and the Department of the Interior focused on the Upper Rio Grande region, which includes Northern New Mexico and Southern Colorado. The Carson National Forest is a popular recreation destination for people coming from Taos, Santa Fe and Albuquerque. The Miranda Canyon acquisition will open new areas to the public and connect trails for mountain biking and cross country skiing, and protect 5 miles of the Congressionally designated Old Spanish Trail that connected California and New Mexico in the 1800s.

The Land Acquisition program completed an historic investment on the Lolo and Flathead National Forests in Montana aimed at reconnecting "checkerboard" lands on those forests. This area of Montana contains one of the last intact ecosystems on earth for large carnivores such as the Grizzly Bear, and is immensely popular for outdoor recreation, hunting, and fishing. This enhanced connectivity gives the Flathead and Lolo numerous benefits, but the fact that that no additional private homes will be built on those acres provides an immediate benefit because we

will not need to engage in the costly and time-consuming process of protecting additional private homes from wildfire in the WUI. In the west, private homes are present on 16 percent of the WUI. If 50 percent of the WUI were developed, the estimated cost of protecting the homes from catastrophic wildfires would be \$4 to 5 billion<sup>3</sup>. This example illustrates how connecting fragmented lands, especially in the WUI, provides multiple benefits: reduced cost for fire-fighting, reduced risk to firefighters, residents, and property, and a connected landscape to better support wildlife and recreation.<sup>4</sup>

### **Strategic Objective Progress Update**

We have been working to connect key landscapes and retain working forests for a long time. Since its inception as a small program in only a few states in 1990, the Forest Legacy program investments and partners have grown significantly, resulting in the protection of over 2.5 million acres of threatened forest landscapes. Forest Stewardship plans have evolved from serving landowners on a “first come, first served” basis to focused program delivery on a landscape scale that targets multi-landowner plans, and works to create economies of scale for local forest products markets. We manage over 14 million acres in important forest resource areas under Forest Stewardship Plans. The “Open Space Conservation Strategy” developed in 2007 identifies how we can help conserve open space, with an emphasis on partnerships and collaborative approaches. Ongoing programs across the agency, partnerships with other Federal and State agencies, conservation organizations, universities, and others work together to support this strategy.

Pressures from rapid urban expansion will continue to increase, and stemming the tide of open space loss requires us to work at different scales among a variety of different agency programs—nationally, regionally, and locally—and to tailor our approaches to fit geographic regions. These strategic performance goals and new ways to capture outcomes will help the agency to articulate success, and assist us in identifying the most effective program investments for the future.

### **Strategic Goal: Deliver Benefits to the Public**

America’s forests and grasslands are pivotal in providing a wide range of benefits to the American people. Sustainable land management helps forests and grasslands to remain healthy and enables them to continue producing goods and services to meet multiple public demands, thereby contributing to human health, prosperity, and quality of life for local communities and for the Nation as a whole.

These lands provide recreational settings and opportunities; cultural and heritage resources; scenery; resources such as clean air and water, minerals, fish, wildlife, livestock forage, firewood, and various sources of renewable and nonrenewable energy; corridors for communication and energy transmission; and many other ecosystem services and benefits. These benefits contribute billions of dollars to the national economy, underpin local economies in many rural areas and enhance the quality of life and sense of place for people in many communities.

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<sup>3</sup> Headwaters Economics. Available at: <http://headwaterseconomics.org/wildfire/fire-research-summary>.

<sup>4</sup> USDA OIG, Western Region, Audit Report, Forest Service Large Fire Suppression Costs, 7, 10, ii, Report No. 08601-44-SF, November 2006

Strategic Objective D: Provide abundant clean water

Strategic Performance Goal: By 2020, 54 percent of national forest and grassland watersheds will be functioning properly.

**Overview**

In addition to providing a wide array of ecological and community benefits, healthy forests play a critical role in protecting access to abundant clean water for drinking and for other purposes. A properly functioning watershed is essential to providing a host of benefits including potable water, sustained surface water and groundwater flow, and fish and wildlife habitat. This strategic performance goal relies on the Watershed Condition Framework (WCF) as a foundation and guide for consistent identification of factors limiting a watershed’s condition, for determining the overall condition of a watershed, and for identifying those priority watersheds on which to focus restoration efforts. The annual results associated with this measure reflect not only work implemented within a given year, but represent the culmination of integrated, watershed-based work that started with implementation of the WCF and development of associated watershed restoration action plans. By managing to this goal, we seek to ensure abundant, clean and reliable sources of freshwater.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY2014	FY 2015	
					Target	Actual
Number of watersheds moved to an improved condition class	4	9	12	10	19	19
Acres treated annually to sustain or restore watershed function and resilience	2,624,016	2,569,617	2,533,121	2,906,018	2,900,000	3,100,979
Miles of stream habitat restored or enhanced	3,878	3,704	4,168	3,488	3,262	3,465

**Supporting Performance Indicators**

Road decommissioning makes important contributions to our portfolio of restoration efforts by reducing the environmental impact of our transportation systems. Road decommissioning activities include restoring lands occupied by roads to a more natural state, which positively affects water quality. In FY 2015, we decommissioned 1,299 miles of roads. The agency targets roads that we no longer need, as well as unauthorized roads that are not part of the transportation system.

**Strategic Objective Progress Update**

We finished the year with 52.2 percent of our watersheds in properly functioning condition, about the same level as FY 2014. The immediate negative effect of uncharacteristically severe wildfires on watershed health and function presents us with challenges. Catastrophic fire seasons such as we saw in 2015 can move watersheds to a degraded condition faster than our investments and improvements can restore other areas. In addition to catastrophic fire, other disturbances on the landscape can also degrade watershed health and function. While we cannot control natural

events on the landscape, we can focus treatment efforts to make our watersheds more resilient to natural threats.

During FY 2012 to FY 2015, we completed the necessary work to improve the condition of 50 watersheds. During FY 2015, the IRR pilot regions improved 11 of the 19 total watersheds that we moved to an improved condition class. As an outcome measure, the annual result is not only reflective of work implemented this year, but represents the culmination of integrated, watershed-based work that began when we developed watershed restoration action plans. As we continue to gain experience working under the WCF, it is apparent that it may take us 5-10 years to complete all the restoration actions under some watershed plans instead of the 3-5 years originally envisioned, due to complexity and cost.

We are seeing an increased ability to achieve outcomes at a larger scale by working in a more integrated manner. Continued strong performance across all regions drove FY 2015 results, with the agency achieving a 7 percent increase over FY 2014 in acres treated annually to sustain or restore watershed function and resilience. This measure is important because, as a composite of a number of activities across the landscape, it reflects restoration progress throughout the agency more than just movement toward completing specific watershed restoration actions plans. Integrated work in the IRR regions and a sustained focus on restoration work across the Forest Service contributed to this result.

Stream restoration work directly affects habitat for threatened, endangered, and sensitive aquatic species, as well as for native fishes with commercial and non-commercial value, and for desired non-native species important to recreational fishing. For the third year in a row, the Forest Service took advantage of integrated planning and the effective use of partnerships to exceed our goal. We plan many fisheries and aquatic restoration projects in collaboration with partners in a more integrated manner at a broader landscape scale. Stream restoration projects, many of them benefitting a large number of stream miles at once through invasive species removal or re-opening access to historically occupied habitat, often require longer planning cycles. Once planning is complete, project implementation occurs within a short timeframe based on funding availability and partner readiness. The increased accomplishments are a result of these collaborative planning efforts in previous years coming on line for implementation and our partners rallying their resources to help finance the accomplishments. The cumulative accomplishments associated with this measure are critical to our threatened, endangered, and sensitive aquatic species restoration.

#### Strategic Objective E: Strengthen Communities

Strategic Performance Goal: The agency will continue to achieve mandatory Procurement Preference Goals annually, ensuring a significant portion of the agency's contracted work is awarded to small, minority-owned, veteran-owned, or other disadvantaged business category.

#### **Overview**

With over \$1.2 billion expended on contracts annually, the Forest Service has a responsibility to foster growth in the small businesses that strengthen communities and assist us in delivering on

our mission. We accomplish this by setting aside contract actions for small business concerns.<sup>5</sup> By contracting with small businesses, we contribute to a strong economy, job creation, and greater partnerships between our agency and the communities surrounding the national forests and grasslands. We adopt procurement preference goals that are higher than targets mandated by USDA, as shown in the table below.

**Key Performance Indicators**

Indicator (Prime Contracting – Business Type)	FY 2011	FY 2012	FY 2013	FY 2014	USDA Target	FY 2015	
						Target	Actual
Small Business	82.4%	82.1%	80.6%	84.1%	53%	72%	80.5%
Small Disadvantaged Business	23.1%	20.9%	16.3%	19.2%	5%	17%	19.4%
Woman-Owned Business	12.8%	13.3%	15.9%	17.9%	5%	9%	17.5%
Historically Underutilized Business Zone	13.9%	10.0%	10.3%	9.4%	3%	10%	8.1%
Service-Disabled Veteran- Owned Small Business	2.8%	3.9%	2.8%	3.4%	3%	4%	3.6%

**Supporting Performance Indicators**

Achievement of procurement preference goals is the primary indicator of our success in awarding as many contract actions to small business concerns as possible. Other non-measurable indicators include increased awareness by small businesses of opportunities to contract with the government, achieved through agency participation in national and local small business events, and our increased use of electronic media to share contracting opportunities with a wider audience.

**Strategic Objective Progress Update**

The Forest Service has been, and remains committed to, strengthening communities through contracting with small businesses. Few agencies overseen by the Small Business Administration procurement preference program have small business goals as high as USDA’s goals, and none of the Cabinet-level agencies has goals as high as the Forest Service goals. The Forest Service routinely meets, and generally exceeds, most of its goals. As an example, the FY 2015 small business goal for USDA was 52 percent, and for the Forest Service it was 73 percent, but the agency was able to award over 80 percent of its FY 2015 contracting funds to small business concerns.

**Future Strategic Performance Goals**

The Forest Service will continue to seek support from small business concerns first, and strive to strengthen communities through these actions and in many other ways. Rural forests and urban

<sup>5</sup> A small-business concern is “one that is independently owned and operated, is organized for profit, and is not dominant in its field.” “What Is SBA’s Definition of a Small Business Concern?” *U.S. Small Business Administration*, N.p., n.d. Web. 11 Dec. 2014.

trees provide ecological, economic, and social benefits to communities of all size. As an example, in FY 2012 the agency estimated that the monetary value from recreation for all goods and services adds slightly more than \$13 billion to the gross domestic product (GDP), and sustained about 190,000 full- and part-time jobs. In FY 2011, all Forest Service activities combined contributed to nearly 450,000 jobs nationwide, mostly to rural communities near the national forests and grasslands. We also convene partnerships and collaborations between state and local governments, academic institutions, and the private sector, helping to strengthen relationships between many groups in a community around natural resources, thereby reinforcing community bonds and fostering shared community prosperity.

While the Forest Service clearly has a great impact on strengthening communities across the Nation, we are still developing the measure we will ultimately use to evaluate progress towards this strategic objective. We will continue to refine potential measures of success until it identifies which set will best reflect outcome-based progress toward strengthening communities.

#### Strategic Objective F: Connect people to the outdoors

Strategic Performance Goal: By 2020, increase the percent of people engaging in meaningful outdoor experiences by 6 percent from 2014.

#### **Overview**

The Nation's rich history reveals the vital role the outdoors has played in defining the people and the country. From lakes and rivers to forests and mountains, the outdoors has served as a place for Americans to create lasting memories and as a conduit for economic growth and job development. The outdoor industry supports 6.1 million American jobs and \$646 billion in outdoor recreation spending each year. However, an increasing disconnects between nature and people, especially children, are a serious threat facing America today. Spending time in nature benefits physical and mental health, academic performance, and overall quality of life. Research has shown that childhood activities in natural environments have a significant, positive association with adult environmental attitudes and behaviors.

Today's more urbanized youth spend 50 percent less time in natural areas than youth did 20 years ago. Additionally, the shift toward sedentary lifestyles is a major contributor to the decline in children's health. Over the past three decades, childhood obesity rates have tripled. Opportunities for youth to engage with nature improve advanced motor fitness, and enhance powers of observation and creativity.

The single biggest predictor of environmental stewardship in adults is meaningful childhood experiences in nature. We are working to help re-create a Nation of citizen stewards committed to restoring forest health—from backcountry areas to shaded urban neighborhoods, parks, and greenways—to ensure that stewards sustain the public and private forests and that the forests remain relevant to future generations.

Indicators	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
Number of visits where people are satisfied with NFS facilities, services, and settings	160,313,500	155,440,300	151,210,400	143,727,700	-	139,074,400
Number of people who annually participate in Forest Service environmental literacy programs and activities	5,183,467	6,878,710	4,562,348	6,808,901	6,000,000	7,459,632
Number of volunteers and service participants caring for the land and serving people.	96,575	107,797	103,159	109,800	-	Reporting period still open

While the Forest Service measures a number of important indicators that help us assess progress towards the 2020 Goal, we are working to develop methods to assess meaningful connections to ensure that we are engaging citizens in ways that will be sustainable into the future. We recently upgraded the national database we use to record educational and outreach activities, and note that increases in 2014 and 2015 indicators may be representative of improved reporting rather than increased contacts. These numbers provide an index of the agency’s outreach and education efforts, and future reporting will reflect more accurately the number of people reached through these efforts. This updated version of the Nature Watch, Interpretation, and Conservation Education (NICE) database provides streamlined reporting with a straight-forward, user-friendly interface, improved data management through different input fields, and expanded reporting capacity with detailed drop down menus and specific reporting fields. By continuing to refine the NICE database, along with other investments in data about people using NFS lands and participating in agency-supported environmental education programs, we will better track and articulate progress towards the 2020 goal.

**Supporting Performance Indicators**

For a long time, the Forest Service has offered high-quality interpretative experiences on NFS lands from informative displays at trailhead lodges to ranger-led hikes, to community service days. The Federal Interagency Council on Recreation estimates that nearly 147 million visitors recreated on NFS lands in FY 2014. This equates to an estimated recreation contribution of approximately \$9.5 billion and 143,000 jobs to local economies in FY 2014.<sup>6</sup>

With Smokey Bear, we have one of the longest-running and most recognizable public service campaigns in history. Generations of children and adults around the world recognize and recall Smokey’s messages about campfire safety and forest fires. We have also been in urban classrooms with Woodsy Owl’s famous “Give a hoot, don’t pollute” and “Lend a Hand, Care for the Land” messages for many years. Since 2009, the Forest Service has collaborated with The Ad Council on the *Discover the Forest* campaign to reach today’s youth with new social media

<sup>6</sup> National Visitor Use Monitoring Survey Results, USDA Forest Service National Summary Report, DRAFT, 20 April 2015

tools and using children's popular cultural characters like Shrek and the Lorax to amplify our messages.

Recognition of the campaign website DiscoverTheForest.org has grown from 3 percent in 2011 to 20 percent in 2014-15. Thirty-nine percent of the Discover the Forest target audience, parents of tweens, report seeing or hearing the "Come Alive" campaign that launched in June 2014. The Facebook page has 239,015 likes, Twitter has 10,200 followers, Instagram has 1,250 followers, and videos on YouTube have had 123,418 views (data as of the end of FY 2015).

The Forest Service has two successful programs that use online technology to help connect youth with nature. Agents of Discovery, an innovative mobile gaming application, virtually leads youth and their families on trails or urban walks during which they complete challenges and answer questions that lead to observations and learning about nature. Agents of Discovery game mission sites are in place at national forest trails and sites in California, Kentucky and Washington, and there is an urban version for the National Mall in Washington, DC. We have plans to develop the game for Forest Service sites designated as Special Places. The FSNatureLIVE.org portal website provides easy access to the Forest Service's award-winning distance learning adventures on nature topics. The website includes webcasts to classrooms, lesson plans, webinars, and education resources. Since the first Forest Service distance learning project in 2001, more than four million students have viewed the webcasts, learning about and connecting to nature, and learning how they can take conservation actions.

The Forest Service also partners with Project Learning Tree on a GreenSchools! program that includes more than 4,000 registered schools. Students investigate their school's environmental footprint and look for ways to green their school, home, and community. The Department of Education supports green schools programs with their Green Ribbon Schools Awards, of which 25 percent have gone to schools in our program.

This year we continued to work through new initiatives and with partners to welcome and attract new visitors to the national forests and grasslands, across multiple program areas. Today more than ever, the public receives its information digitally, primarily via mobile devices. We worked across disciplines and boundaries to improve public access to real-time recreation data. We implemented initial steps towards a single, unified recreation database to support high-quality recreation data, and which will improve the information available through Recreation.gov and other social media and web-based applications that facilitate outdoor recreation. The Forest Service also began work on the Interactive Visitor Map 2.0 planned for release in spring of 2016. The map presents authoritative roads, trails, and recreation site information and provides visitors with trip-planning information for recreational opportunities available on the national forests, grasslands and other areas. The new map version will improve access to the recreation information through an innovative and practical web site for mobile users.

The Forest Service continued to develop the National Framework for Sustainable Trails in FY 2015, which we expect to finalize during FY 2016. Under the framework, we will synergistically collaborate with national partners to identify actions that will create a socially, environmentally and economically sustainable National Trails System. Additionally, the trails program has been active in an agency-wide effort to develop a comprehensive digital strategy, including incorporating trails information into the Interactive Visitor Map.

In support of its goal to advance winter recreation activities, we published the final Over-Snow Vehicles rule, Part C of the Travel Management Rule, a policy that sets principles for consistent field implementation. The new rule expands winter recreation opportunities for the public and provides additional economic benefits for communities, while ensuring natural resource protection.

Our 21st Century Service Corp (21CSC) partnership provides an enormous return on investment, allowing the Forest Service to address critical conservation restoration needs and simultaneously have a deep and lasting impact on the people who participate, thereby building the next generation of natural resource professionals. In FY 2014, we exceeded our 2013 engagement numbers by 30 percent, achieved a 30 percent increase in Youth Conservation Corps (YCC) participation to 1,400 youth, and orchestrated growth in the 21CSC organization, recognizing and approving 152 partner organizations, exceeding our own USDA goal.

### **Strategic Objective Progress Update**

The Forest Service has undertaken a focused effort in recent years to better connect citizens, especially youth, to the national forests and grasslands, and their natural heritage nationwide.

In 2015, the Chief released the Forest Service's Integrated Strategy for Youth. This document provides a cohesive vision of what we strive to achieve through our youth engagement efforts. The vision for youth outreach is *"our Nation's forests and grasslands nurture every youth's connection with nature and their understanding of natural resources, and provide opportunities for conservation service and employment to ensure the next generation cares for their public lands."* The strategy highlights five key goals:

1. Strengthen existing partnerships, build new ones that reach all America's youth, and engage them in conservation education, service and employment opportunities.
2. Develop and nurture opportunities for all youth to engage in conservation service and investigate career opportunities in natural resource management.
3. Build knowledge about natural resources, conservation and stewardship of our Nation's forests and grasslands by developing and implementing effective, standards-based, contemporary conservation education programs that reach all America's youth.
4. Build lifelong connections with nature through outdoor recreation opportunities, and provide place-based experiences of nature.
5. Build capacity within the Forest Service and with our partners to plan, support, implement, evaluate and integrate youth engagement opportunities across America.

We launched the More Kids in the Woods initiative in 2007, followed by the Children's Forest program in 2010, to focus support and attention on the critical youth outreach work. Since 2007, these programs have reached an estimated 100,000 children using Forest Service and partner contributions dedicated to youth outreach.

We are currently implementing the Presidential Initiative *Every Kid in a Park*, which provides free access for a year for fourth grade students across the country to experience their federal lands and waters. This complements the Chief's Integrated Strategy for Youth by focusing on an age researchers found key to engaging young people in the outdoors. With a goal of reaching

50,000 fourth graders in FY2016, we are initiating new activities and tailoring annual events to attract this age bracket, especially focusing on underserved youth. The real measure of success will be the extent to which participating fourth graders embrace and value their public lands and waters in the years that follow. The President's *America's Great Outdoors* (AGO) Initiative, launched in 2011, solidified an action plan to achieve lasting conservation of the outdoor spaces that power the Nation's economy, shape the culture, and build the outdoor traditions. Three Forest Service-supported programs are among the eight programs selected as AGO Model Educational Programs: A Forest for Every Classroom, Children and Nature, and Hands on the Land. These programs exemplify best practices to inspire new and existing partners to increase young people's access to the outdoors through replicable and scalable program models. The public and private sectors are able to maximize their resources when they build on each other's strengths to achieve shared goals.

The Forest Service is also working with our Federal partners to empower local communities to accomplish their conservation and recreation priorities, and strengthen a 21<sup>st</sup> Century conservation ethic that builds on local ideas and solutions for environmental stewardship, and connects Americans to their historic, cultural, and natural heritage. We have expanded our commitment to creating green jobs, including through expanded participation in the Youth Conservation Corps and 21<sup>st</sup> Century Conservation Corps, as part of this initiative. We are focusing on urban and rural youth, especially through its *Discover the Forest* program to promote outdoor experiences and recreation among youth.

In this increasingly diverse, urbanized, and technology-focused world, the Forest Service acknowledges that we need to work harder to connect citizens to the outdoors and to meet them where they are—in communities, in schools, and through new media. Forest Service outreach programs that constructively use new media, including *Discover the Forest*, with a strong social media component on Facebook, Twitter, Instagram, and Tumblr, encourage parents and families to go outdoors and discover the forest. This program also includes a Spanish language component, a climate change education program, Climate Change LIVE—completely based on internet outreach, and a series of special outreach PSAs in Spanish to reach America's Latino population with information and resources about the natural environment. These are 21<sup>st</sup> Century challenges and this strategic performance goal and performance goal indicator will help us to develop tools to meet that challenge to ensure the Nation's forests and grasslands are sustained into the future.

### **Strategic Goal: Apply Knowledge Globally**

Through intellectual inquiry and knowledge transfer, the Forest Service provides land managers and others with enhanced information, applications, and tools for improved resource management and decision-making. We are constantly improving our knowledge of complex environmental processes, biological and physical conditions, resource uses, human and social dimensions, the economic value of the resources we manage, and the interconnectivity among these elements, both within and outside the Forest Service. To benefit from global knowledge, we continually interact and shares knowledge with partners worldwide. The transfer of knowledge, technology, and applications will help the global natural resource community make better management decisions in the collective effort to care for all lands and deliver sustainable benefits to people.

Strategic Objective G: Advance Knowledge

Strategic Performance Goal: By 2020, increase the external use of Forest Service-based knowledge products by 5 percent from FY 2014 levels.

**Overview**

The Forest Service provides land managers and others with information, applications, and tools for improved resource management and decision-making. Scientific research helps advance knowledge about complex environmental processes, biological and physical conditions, resource uses, human and social dimension, the economic value of natural resources, and the interconnections among these elements. From natural resource management to long-term strategic policy development, our efforts to sustain forest and grasslands now and into the future depend on new knowledge, information, and applications.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
FIA – percent of States with FIA data available	96%	92%	96%	98%	98%	98%

The Forest Inventory and Analysis (FIA) indicator measures the thoroughness with which the Forest Service quantifies the Nation’s resources. The FIA program inventories the status and trends in tree species, size, and health; forest area and location; tree growth, mortality, and removal by harvest; wood production and utilization; and forest land ownership. The FIA assessments extend to the trust territories and Puerto Rico and include reports on changes in carbon budgets and forest health.

**Supporting Performance Indicators**

In order for external partners and organizations to use Forest Service-based knowledge products with confidence, we must produce consistently high-quality products. Refereed publications, including both formally refereed and informally refereed, are a measure of the publications that the agency has published after a formal or informal peer review to ensure quality and relevance, and are supporting performance indicators. During FY 2015, Forest Service research scientists’ published 2,013 documents that passed the peer review evaluation for quality and relevance. In addition, research scientists produced 442 science delivery products and 2,514 science delivery activities.<sup>7,8</sup>

Wildland fire and fuels research provides the knowledge and tools needed to help reduce the negative impacts—and enhance the beneficial effects of—fire and fuels on society and the

<sup>7</sup> Science Delivery Products: Number of products developed to enhance the usefulness of scientific information that have not been published in formally or informally refereed outlets, regardless of durable delivery format, that are delivered to clients in clear and accessible formats.

<sup>8</sup> Science Delivery Activities: Number of activities undertaken to enhance the usefulness of scientific information that are delivered to clients in clear and accessible formats.

environment, while protecting lives and property. The fire science indices measure the rate at which our scientists publish peer-reviewed products on fire science, and serve as an index of the progress toward advancing knowledge in fire science.

Fire and Aviation Management is an integral partner with the wildland fire and fuels Research and Development program, and actively supports alignment of research, development, and application strategies and products with national outcomes focused on resilient landscapes, human communities, and safe and effective wildfire response. Examples include development of new safety zone guidelines for firefighters, implementing regional risk assessments in the National Cohesive Wildland Fire Management Strategy, and ensuring science-based wildland fire management through two research, development, and application centers and the National Center for Decision Support. The 2014 Wildland Fire Management Annual Report includes results of this partnership.

In addition to meeting the targets for the percent of states with data available in the FIA program, we completed a package of deliverables for the Federal Geographic Data Committee. This includes materials for the Federal Geographic Information System, an auto-key for cross walking the U.S. National Vegetation Classification to FIA plots in the Eastern half of the United States. In addition, we have completed registering a national database for FIA, "Monitoring Trends in Burn Severity and Landfire," to the GeoPlatform.gov for the Land Use and Land Cover Theme.

### **Strategic Objective Progress Update**

National, State, and local policy makers, universities, businesses, Tribal governments, national forests and grasslands, other natural resource agencies, interest groups, and many others depend on models, information and data for timely, scientific credible assessments about U.S. forests. The FIA program is an important component of the Forest Service, and it has been the Nation's forest census since 1930. This program collects, analyzes, and reports on the status and trends of America's forests, such as how much forest exists, where it exists, who owns it, and how it is changing. The agency derives many benefits from FIA information, including supporting planning and ecosystem management practices, monitoring forest health, providing the basis for decision-making activities undertaken by public and private enterprises, and anticipating climate change impacts to forests. Forest Service management continues to support the creation of better tools for making the FIA data easier to access, and to help the public get what they need from the databases. For example, we created an online tool called "EVALIDator" that summarizes inventory data on the FIA website, and is accessible to the public. In FY 2014, the number of states that had current and accessible FIA data exceeded the target by one state.

Strategic Performance Goal: By 2020, refresh and modernize 50 percent of enabling IT infrastructure, including network, storage, end user computing, and radio, based on 2014 baseline.

### **Overview**

The Forest Service makes a significant investment in information technology (IT) to provide the connectivity and the tools necessary to conduct to our wide ranging and information driven mission. This enabling technology includes data center services, software, end-user computing,

telecommunications and land mobile radios to cover the broad range of mission needs. To ensure core technology services meet employee needs, we have established a strategic goal of refreshing 50 percent of existing IT infrastructure by 2020 with a focus on network services, data storage, end-user tools and field radio communication. These core tools are necessary to help employees advance knowledge in the agency and with the public, to share data and ideas, and to conduct the field research necessary to maintain healthy forests. The Forest Service network enables agency offices to conduct business, access digital services, communicate via email, and carry out analytical work. The network also provides connectivity to the IT infrastructure. This includes the Wide Area Network (WAN) that allows all agency offices to communicate via email and instant messaging. This WAN provides secure connectivity to the internet and allows for communication with the public and cooperators. This strategic goal focuses on modernizing FS land mobile radio capabilities that we use for fieldwork, safety, and firefighting. Other agency infrastructure includes the largest non-Department of Defense, government-wide radio backbone, which covers over 150 national forests and is crucial to field-going personnel for communication and safe operations. End user computing devices are also part of this modernization effort and include desktop, laptop, and mobile devices necessary to conduct our work. The Forest Service has an inventory of 38,000 PCs that range from low-end laptops to tablets to high-end computers supporting scientists and GIS applications.

By continuing to refresh and modernize this critical IT infrastructure, we will have the necessary technology to conduct our local, national, and international missions and effectively share ideas around the world. This modernization allows us to enhance our information sharing, analysis, and operational capabilities both internally and externally as we communicate with the public and improve on how we adapt to change. The Forest Service is a key player in the study of global warming and has a vital role in protecting the nation’s watersheds. Gathering data, protecting the national forests, and communicating and sharing ideas are cornerstones of the important work we do. If the agency does not keep up with the changes in IT, we could lose our ability to be an innovator and collaborator in solving problems. Inadequate investments in IT modernization could endanger agency personnel and forest visitors, and hamper our ability to solve local and worldwide national natural resources issues.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
Computers	7086	7211	3782	8954	3687	7203
Network Routers / Switches	-	-	-	225	1118	1118
Radio Handhelds	-	-	-	6958	3637	4647

Note: Table updated in 2015 to reflect more accurately the accomplishment to date. This results from improvements to the data collection systems.

**Strategic Objective Progress Update**

The Chief Information Office (CIO) has taken several actions to support the enabling IT infrastructure. The CIO has dedicated staffs to support the radio, network, and end user computing programs. It has reduced the number of assets across the Forest Service to build a

right-sized inventory and to maximize funds available. It has established a mobile computing group to evaluate new technologies at lower cost, and to improve the agency’s ability to capture and share data. It has also established teams to evaluate funding alternatives to allow for infrastructure growth and to ensure that technology implemented enhances the Forest Service’s ability to meet our mission.

**Strategic Objective H: Transfer Technology and Applications**

**Strategic Performance Goal:** By 2020, 90 percent of all prioritized Forest Service datasets are externally available to the public as downloadable files, map services, applications, or APIs.

**Overview**

The Forest Service has made significant strides addressing the ‘transferring technology’ objective by making datasets available as part of its commitment to OMB’s Open Data Policy. CIO will work with the Deputy Area Resource Information Managers (RIMs), business area managers, and Information Management governance groups to inventory datasets managed by all agency program areas, and to prioritize the datasets most useful to other organizations and the public. We will identify appropriate formats for distribution of each dataset among data download, map services, Application Program Interfaces (APIs), or applications. As our IT capability matures, we plan to make available more customer-facing applications (e.g., mobile apps) and APIs.

**Key Performance Indicators**

The key performance indicators for this goal are the number of datasets available in each format and the number registered with Data.Gov, indications of increasing the ability of interested organizations to find the datasets. Detailed target and actual FY15 numbers are incomplete for some of the required reporting categories listed below. A myriad of different factors have impacted our ability to create an internal tracking system for the maintenance and reporting of these data sets, such as recent turnovers in dedicated resources trained in doing this type of work combined with a lack of internal reporting and monitoring capabilities.

The Forest Service has started to capture, through our Annual Investment review process that started formally 30 November 2015, those data sets and applications that are providing such services, in an attempt to re-baseline our foundational reporting efforts (FY14 data) and to establish FY15 “actuals” along with FY16 reporting targets. We believe that upon completion of this comprehensive scrub of both major and non-major IT investments (slated for 1 Feb 2016), these numbers will significantly rise, with the goal in FY16 to establish and resource a formal reporting and tracking methodology capability to ensure compliance with this key performance indicator.

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
Datasets Publically Available	-	-	-	112	Unknown	Unknown
Datasets Registered with Data.Gov	-	-	-	0	100	70
Map Services Publically Available	-	-	-	64	0	0
Map Services Registered with Data.Gov	-	-	-	58	100	68

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
API Publically Available	-	-	-	64	Unknown	Unknown
API Registered with Data.Gov	-	-	-	0	100	68
Applications Publically Available	-	-	-	1	Unknown	Unknown
Applications Registered with Data.Gov	-	-	-	1	0	0

**Strategic Objective Progress Update**

The Forest Service CIO will continue to maintain the Enterprise Data Warehouse (EDW) as a repository for datasets, maintain map and web servers to publish map services and other APIs, and maintain an external web site for hosting datasets that we will make available to the public as downloadable files. The agency will evaluate this infrastructure and develop priorities for strengthening it as demands increase and as IT service delivery matures. Currently, the Forest Service has a many sites from which we disseminate data, but has no agency-wide view or summary, nor information on the data quality for most sites. Work that began in FY 2015 will identify these multiple sources and implement needed governance. We will also address a number of management challenges including insufficient resources to collect, edit, and quality control all data and insufficient support resources for governance and dissemination.

Strategic Objective I: Exchange natural resource expertise

Strategic Performance Goal: Job Corps Civilian Conservation Center students graduate with job placements at or above the Department of Labor national average.

**Overview**

The U.S. Department of Labor (DOL) contracts with the Forest Service to operate 27 Job Corps Civilian Conservation Centers (JCCCC). These centers span 22 national forests and grasslands in 17 States, with a capacity to educate and train over 5,000 enrollees. The DOL provides oversight and funding to the Job Corps Program, which is a free federal career technical training and education program for income-eligible young adults age 16 through 24. The goal of Job Corps is to teach job and social skills to disadvantaged young adults to help them obtain education and training, find good-paying jobs, and become independent. The program includes housing, food, basic health care, and living allowances. In addition, it provides students transition counseling, job search assistance and referrals, and follow-up services after they graduate. The maximum duration per person in the Job Corps program is two years, averaging eight to twelve months.

The Forest Service has operated JCCCCs since 1964. The JCCCC have an entwined history related to conservation and serving rural America. Integrated with the Forest Service, Job Corps advances the legacy of public land conservation, creates opportunities to connect youth with nature, and provides training and employment opportunities that support economic development for individuals and local communities. The JCCCCs have a rich history of employment training that supports Forest Service needs, including wildland firefighting and hazardous fuels reduction, watershed protection, recreation, forestry, and facilities maintenance. Today, JCCCCs are continuing the tradition of protecting Americans’ natural heritage, and providing programs of work-based learning to conserve, develop, manage, and enhance public lands.

**Key Performance Indicators**

Indicator	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	
					Target	Actual
JCCCC Percent Placement Rate	81%	82%	82%	87%	90%	84%

**Supporting Performance Indicators**

The JCCCC students volunteer their time as part of their training programs, thereby giving students the opportunity to exchange and apply what they are learning in the classroom. The JCCCC students also contribute to National wildfire suppression efforts by providing camp crews and Type II fire crews, composed of students who have earned certification as wildland firefighters. In calendar year 2015, the Job Corps Fire Program trained and red-carded 2,525 Job Corps students as firefights, camp crew members, or administrative support personnel. Upon successful completion of the JCCCC Fire Program requirements, students are able to compete for permanent or seasonal appointments or for hiring under the Public Lands Corps authority. The Job Corps Fire Program training in 2014 resulted in hiring of four Job Corps students into Forest Service fire units, 19 students into 1039 hour temporary positions and four students into non-Forest Service fire organizations.

The Schenck Job Corps Advanced Fire program maintains a standing initial attack (IA) crew. This cadre supplements and exchanges the education and skills they develop in their Job Corps program with experience in wildland firefighting, a discipline that relies on the natural resource expertise across multiple agencies and jurisdictions. Aside from placing graduates in land management agencies, Job Corps supported the exchange of natural resource expertise through the 2,400 volunteer students who participated and contributed to public lands projects and fire incidents.

In FY 2015, the Forest Service requested that the Department of Labor add at least one additional Advance Fire program at the Centennial Job Corps Center located in Nampa, Idaho. This western Advanced Fire program will allow for more robust fire training that will benefit the students as well as the Forest Service Job Corps partnership with the wildland firefighting program.

**Strategic Objective Progress Update**

One of the main JCCCC goals in FY 2015 was that students would graduate with job placements at or above the DOL national average. In order to achieve this going forward, we used the Public Lands Corps (PLC) and Pathways authorities to increase our placement rates for Job Corps graduates within the USDA or DOI. By placing Forest Service Job Corps graduates in land management bureaus within DOI, the agency is fostering cross-Department knowledge and experience in natural resource management. As part of the process to increase the job placement rates, the Forest Service has identified and is implementing a priority hiring emphasis in the disciplines of fire, recreation management, wilderness management, and engineering.

Consequently, these programs will provide increased placement opportunities for students in Federal land management agencies, who will be well poised to exchange their knowledge and experience in natural resource management across departments and agencies. During FY 2015, 2,381 Forest Service Job Corps students contributed thousands of volunteer hours on the nation's public lands. These hours translate into \$5 million in value. The top three Job Corps student volunteer activities were fire prevention, facilities construction, and recreation maintenance/construction maintenance.

### **Management Goal: Excel as a High-Performing Agency**

In order to fulfill our motto of "Caring for the Land and Serving People," Forest Service management is committed to excelling as a high performing agency that promotes an inclusive culture, and makes attracting and retaining a top workforce one of its priorities. The agency will create a culture of inclusion that awakens and strengthens all peoples' connections to the land. The FY 2015 – FY 2020 Strategic Plan contains a Management Goal that lays out our vision for fostering a diverse, inclusive, and engaged workforce. While we are assessing the best performance measures to evaluate success, we will focus on several key areas for improvement. To transform the organizational culture, we are focusing on seven critical areas: leadership development, employee development, talent management, recruitment and retention, customer focus, community outreach, and process improvement. An agency culture that fosters diversity and encourages new perspectives will strengthen our ability to meet public expectations. By joining people with diverse perspectives, the Forest Service will find new solutions to complex management challenges, and will make better-informed natural resource decisions.

One way we will measure the effectiveness of operations over the next five years is by improving the retention rate. We will also work to provide information and technology solutions that are compliant with 508 accessibility laws, an accomplishment vital to connecting with all people. We are working to improve the work environment, and focusing leadership efforts on translating the results of the Federal Employee Viewpoint Survey into actionable items that will address employee concerns. We are improving leadership communication and increasing engagement with employees, creating and fostering skills in leaders, supervisors and managers to address work environment issues, and developing leadership competencies and assessing the needs of leaders and employees. Recognizing that we have a unique opportunity to continue building on being an agency of choice for present and future generations, field leaders are engaging employees at all levels of the agency in conversations to foster greater connections. Our long-range goal is to ensure Forest Service employees are valued and respected for their diverse talents, ideas, backgrounds, and abilities and well positioned to serve the public in the future. This includes making new connections to diverse members of the public to increase awareness of and access to the Forest Service.

### **Optimize Organizational Capacity – Crosscutting Responsibilities**

The Forest Service's ability to fulfill its mission depends on having an optimal organizational capacity. Accordingly, we are committed to maintaining an effective and efficient business foundation. This section addresses how we will measure effectiveness for crosscutting measures. The desired outcome is to provide an effective and efficient business foundation for the agency that helps us to achieve the mission.

The Forest Service will continue to strive for excellence in its business management practices, and seek to optimize organizational capacity. The agency provides a critical business infrastructure that maintains efficient, consistent, and continuous operations of all agency business programs, functions and processes.

In FY15, Human Resources Management (HRM) held 14 two-day Workforce Planning Workshops across the Forest Service. The purpose of these sessions was to improve the hiring experience for hiring managers, Human Resources personnel and current and future employees by simplifying the process of collecting workforce planning data. We provided field units and staff with data to assess their workforce needs, training to improve workforce planning teams' skills, instruction on aligning workforce planning to the budget planning cycle, means for identifying targeted outreach and recruitment opportunities, and methods for addressing developmental needs and identifying strategies to support succession planning and close critical skill gaps. The Workforce and Succession Planning approach we use is a data-driven approach in which each Region, Station, Area (R/S/As) and the Washington Office conducted environmental scans and analyzed their current diversity data of onboard employees, hiring and separation. Separation data included a focus on retirement eligibility as part of succession planning while hiring data included a discussion on the authorities available for targeted recruitment and retention. Civil Rights staff were active in the workshops and presented on outreach and recruitment. Following the workshops, each of the R/S/As and the WO submitted their workforce plans. The plans included retention and promotion strategies such as:

- Continuing to promote and use special pay rate and recruitment and retention bonuses and incentives (as budgets permit)
- Creating and hiring more virtual positions
- Endorsing and promoting quality-of-life programs (i.e. maxi-flex, wellness and telework)
- Addressing salary range issues by using superior qualification appointments and bonuses to help the Forest Service compete with private sector salaries
- Developing a standardized interview and reference check process, and
- Continuing with Forest Service "branding" in support of caring for the land and people

The FY16 Draft Forest Service Workforce Plan uses data from NFS and Workforce Planning projections from the field. As a supplement to the agency's workforce planning initiative, we are also providing Workforce Planning coaching to employees across the agency. Employees will participate in six coaching sessions to improve their Workforce Planning skillset. Coaching promotes executive and employee leadership development geared toward enhancing overall Workforce Planning scope and performance.

In an effort to retain Forest Service employees who have the skills necessary to achieve the agency's mission, a number of options are offered, such as mentoring, a wellness program and workplace flexibilities such as telework and flexible work schedules. Other than retention incentive bonuses, which affect few employees (45 employees in FY2015), there is not a direct way to measure the number of employees the agency retains. While it is feasible to measure the numbers of employees who are hired and lost, it is difficult to account for the movement of employees across regions, stations and areas.

Mentoring has a long history as an integral part of the Forest Service culture. It provides employees with challenging opportunities to form new connections, broaden their experience, accomplish employee development goals and cultivate new skills. The Forest Service Mentoring Program benefits employees and the agency by strengthening the workforce to ensure a steady pool of talented, skilled and motivated employees to serve as future leaders. Leadership supports employee development and encourages participation in the HRM Mentoring Program. Mentoring is an excellent avenue to transfer institutional knowledge and to enhance employee skills.

The Forest Service Office of Occupational Health and Safety provides a number of resources on health and well-being. One of the most popular programs is the allowance of time for fitness participation. Other programs include the Employee Assistance Program (EAP), accident investigation, Workplace Violence Prevention and the lactation program.

Depending on the type of position, many Forest Service employees participate in Alternative Work Schedule (AWS) programs, which can enable managers and supervisors to meet their program goals while allowing employees more flexibility in scheduling their personal activities. As employees gain greater control over their time, they can balance work and family responsibilities more easily, become involved in volunteer activities, and take advantage of educational opportunities. The employee benefit provided by AWS programs is a useful retention tool.

Telework provides Forest Service employees the opportunity to work part of the workweek at the employee's home or another alternative work site. The objective of this program is to maintain and improve our efficiency in meeting the mission, reduce automobile-created air pollution and traffic congestion, reduce our carbon footprint, improve employee morale and effectiveness, increase productivity and make the Forest Service an employer of choice. Telework offers an alternative to the traditional work environment that yields significant benefits to the agency and to the individual employee. Employees who telework are often more productive and generate better quality work because of the quiet environment with minimal interruptions. They avoid arduous commutes, thus have time to carry out work assignments as opposed to sitting in traffic, reducing employee stress levels and contributing to better health. Management can attract and retain employees in critical occupations and positions, target labor markets such as individuals with disabilities, and enable offices to conduct their work more efficiently by allowing flexibility in work site. The telework program is an excellent way to attract individuals with mobility limitations. Technological advances enable managers to support the disabled person with equipment that accommodates the individual's impairment. Employees who are injured, recuperating, and physically limited may be able to work at home and complete work assignments while minimizing sick leave use.

The Forest Service assigns the USDA New Supervisor AgLearn training to all newly hired and newly promoted supervisors. Part of this training includes lessons on Cultural Diversity in the workplace and nondiscrimination. Training assignments will continue, as new supervisors are hired/promoted. In addition, we periodically assign the USDA Experienced Supervisor training to identified experienced supervisors. These training curriculums will assist supervisors in maintaining leadership competencies and align with USDA Departmental Regulation, 4040-412-002 Training and Development for Supervisors.

The Senior Leader Program (SLP) is a blended-learning leadership development program in support of the Forest Service leadership succession planning. Leaders of the Forest Service are committed to preparing our successors, nurturing their talent and developing their leadership competencies. The program, based on the “Leaders Growing Leaders” framework, includes considerable opportunity to meet and interact with leaders at the highest level. This development opportunity offers a rich diversity of learning experiences in residential, dialogue, distance learning, group and self-directed activities. This session is for high performing, highly motivated individuals who want to accelerate their leadership competencies, learn how to be champions of employee engagement for diversity, inclusion, safety, and to learn and perfect skills that will help face the future challenges of USDA Forest Service.

In FY15, the Forest Service offered five regional sessions of the National Middle Leader Program. The program is dynamic, cost effective, embraces generational differences and meets the Forest Services’ needs now and in the future. It focuses on the competencies most critical for development at the middle leader level. The course objectives are to encourage life-long learning, encourage self-management and personal discovery and provide participants with a consistent and nationwide access to a standard curriculum, coaching, and career stretching experiences.

Each year, the Forest Service provides Congressional Briefing training. This course provides an opportunity for employees to examine the legislative process first-hand. Participants attend sessions and briefings that illuminate the structure of Congress and its decision-making process. Learning components include discussions with members of Congress and staffers, examination of the budget and appropriations process, identification of critical stages in the legislative process, identification of roles played by outside interests, and understanding the importance of building strategic coalitions to advance the organization’s position with Congress.

The Agency will continue to implement our Continuity of Operations (COOP) plans under the requirements established by the National Security 51 (NSPD-51), Homeland Security Presidential Directive 20 (HSPD-20), National Continuity Policy Implementation Plan, Federal Continuity Directive 1 (FCD 1), and Continuity Guidance Circular 1 (CGC 1). These directives ensure that we continue to perform Mission Essential Functions (MEFs) during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies. These MEFs directly support the eight National Essential Functions (NEFs) that represent the overarching responsibilities of the Federal Government to lead and sustain the Nation, and will be the primary focus of the Federal Government’s leadership during and in the aftermath of an emergency.

**External Audits and Reviews**

FY 2015 Office of Inspector General (OIG) Audits on the Forest Service:

OIG Open Audits

Audit Number	Audit Title	Report Issue Date	Audit Status
08601-0055-SF	Forest Service Administration of Special Use Program	6/16/2011	Implementation of corrective actions in progress.

Audit Number	Audit Title	Report Issue Date	Audit Status
08601-0001-CH	Evaluation of Forest Service’s Processes to Obtain and Grant Rights-of-Way and Easements	3/15/2012	Implementation of corrective actions in progress.
08601-0001-31	Forest Service Oversight and Compliance Activities	3/12/2015	Implementation of corrective actions in progress.
08601-0003-31	Forest Service: Controls Over the Stewardship Contracting Process for Land Management of National Forests	9/24/2015	Implementation of corrective actions in progress.

OIG Audits Officially Closed in FY 2015

Audit Number	Audit Title	Report Issue Date	Closure Date
08703-0005-SF	ARRA – FS Hazardous Fuels Reduction and Ecosystem Restoration Projects on Non-Federal Lands	3/28/2013	12/18/2014
08401-0003-11	FY 2013 Financial Statement Audit	12/9/2013	1/30/2015

Summary of OIG Audits

OIG Audit Summary Status	Number
FY 2015 Beginning Inventory	4
Audits added	2
Subtotal	6
Audits closed	2
FY 2015 Ending Inventory	4

FY 2015 Government Accountability Office Audits

Audit Report Number	Audit Title	Report Issue Date	Audit Status
GAO-15-84	Managing for Results: Selected Agencies Need to Take Additional Efforts to Improve Customer Service	10/24/2014	Implementation of corrective actions in progress.
GAO-14-819	USDA Contracting: Further Actions Needed to Strengthen Oversight of Contracts for Professional Services	10/29/2014	Implementation of corrective actions in progress.
GAO-15-35	Hazardous Waste: Agencies Should Take Steps to Improve Information on USDA's and Interior's Potentially Contaminated Sites	2/13/2015	Implementation of corrective actions in progress.
GAO-15-398	Forest Restoration: Adjusting Agencies' Information-Sharing Strategies Could Benefit Landscape-Scale Projects	5/11/2015	Implementation of corrective actions in progress.
GAO-15-772	Wildland Fire Management: Agencies Have Made Several Key Changes but Could Benefit from More Information about Effectiveness	9/16/2015	Implementation of corrective actions in progress.

Management Challenges

The OIG issues its annual report to the Secretary on the most serious management challenges that USDA and its agencies face on August 25, 2015. To identify these challenges, the OIG examined issued audit reports with recommendations where agencies have yet to take corrective actions, assessed ongoing investigative and audit work to ascertain significant vulnerabilities, and analyzed new programs and activities that could pose significant challenges due to their range and complexity. This year, the report did not include challenges specific to the Forest Service so a formal action plan was not required.

**FY 2016 Actions Planned:**

Not applicable.

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## Appropriation Language Changes

### TITLE III RELATED AGENCIES DEPARTMENT OF AGRICULTURE

Appropriations Language uses the FY 2016 Consolidated Appropriations Act as the baseline. Material proposed for deletion is enclosed in brackets; new language is in italics.

#### FOREST SERVICE

##### FOREST AND RANGELAND RESEARCH

For necessary expenses of forest and rangeland research as authorized by law, [\$291,000,000] *\$291,982,000*, to remain available until expended: *Provided*, That of the funds provided, [\$75,000,000] *\$77,000,000* is for the forest inventory and analysis program. *Provided further, That, notwithstanding any other provision of law, \$3,000,000 of funds appropriated under this appropriation shall be available for the Forest Service in support of fire science research authorized by the Joint Fire Science Program, including all Forest Service authorities for the use of funds, such as contracts, grants, research joint venture agreements, and cooperative agreements: Provided further, That all authorities for the use of funds, including the use of contracts, grants, and cooperative agreements, available to execute the Forest and Rangeland Research appropriation, are also available in the utilization of these funds for Fire Science Research.*

*Note: Provides funding for Joint Fire Science Program.*

##### STATE AND PRIVATE FORESTRY

For necessary expenses of cooperating with and providing technical and financial assistance to States, territories, possessions, and others, and for forest health management, including treatments of pests, pathogens, and invasive or noxious plants and for restoring and rehabilitating forests damaged by pests or invasive plants, cooperative forestry, and education and land conservation activities and conducting an international program as authorized, [\$237,023,000] *\$234,004,000*, to remain available until expended, as authorized by law; of which \$62,347,000 is to be derived from the Land and Water Conservation Fund.

*Note: No language changes are proposed.*

##### NATIONAL FOREST SYSTEM (INCLUDING TRANSFER OF FUNDS)

For necessary expenses of the Forest Service, not otherwise provided for, for management, protection, improvement, and utilization of the National Forest System,

1. [\$1,509,364,000] *\$1,500,996,000*, to remain available until expended, *and in addition, \$15,000,000 for the processing of grazing permits and leases, to remain available until*

*expended, to be reduced by amounts collected by the Forest Service and credited to this appropriation, which shall be derived by a \$2.50 per head month administrative fee, as provided for in this Act: Provided, That of the funds provided, \$40,000,000 shall be deposited in the Collaborative Forest Landscape Restoration Fund for ecological restoration treatments as authorized by 16 U.S.C. 7303(f): Provided further, That of the funds provided, \$359,805,000 shall be for forest products: Provided further, That of the funds provided, up to \$81,941,000 is for the Integrated Resource Restoration pilot program for Region 1, Region 3 and Region 4: Provided further, That of the funds provided for forest products, up to \$65,560,000 may be transferred to support the Integrated Resource Restoration pilot program in the preceding proviso: Provided further, That the Secretary of Agriculture may transfer to the Secretary of the Interior any unobligated funds appropriated in a previous fiscal year for operation of the Valles Caldera National Preserve.*

*Note 1: Proposes a new grazing fee program in FY 2017.*

#### CAPITAL IMPROVEMENT AND MAINTENANCE [(INCLUDING TRANSFER OF FUNDS)]

For necessary expenses of the Forest Service, not otherwise provided for, [\$364,164,000] \$343,280,000, to remain available until expended, for construction, capital improvement, maintenance and acquisition of buildings and other facilities and infrastructure; and for construction, reconstruction, decommissioning of roads that are no longer needed, including unauthorized roads that are not part of the transportation system, and maintenance of forest roads and trails by the Forest Service as authorized by 16 U.S.C. 532–538 and 23 U.S.C. 101 and 205: *Provided, That \$40,000,000 shall be designated for urgently needed road decommissioning, road and trail repair and maintenance and associated activities, and removal of fish passage barriers, especially in areas where Forest Service roads may be contributing to water quality problems in streams and water bodies which support threatened, endangered, or sensitive species or community water sources: Provided further, That funds becoming available in fiscal year [2016]2017 under the Act of March 4, 1913 (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and shall not be available for transfer or obligation for any other purpose unless the funds are appropriated: Provided further, That of the funds provided for decommissioning of roads, up to \$14,743,000 may be transferred to the "National Forest System" to support the Integrated Resource Restoration pilot program.*

*Note: No language changes are proposed.*

#### LAND ACQUISITION

For expenses necessary to carry out the provisions of chapter 2003 of title 54, United States Code, including administrative expenses, and for acquisition of land or waters, or interest therein, in accordance with statutory authority applicable to the Forest Service, [\$63,435,000] \$65,653,000, to be derived from the Land and Water Conservation Fund and to remain available until expended.

*Note: No language changes are proposed.*

#### ACQUISITION OF LANDS FOR NATIONAL FORESTS SPECIAL ACTS

For acquisition of lands within the exterior boundaries of the Cache, Uinta, and Wasatch National Forests, Utah; the Toiyabe National Forest, Nevada; and the Angeles, San Bernardino, Sequoia, and Cleveland National Forests, California, as authorized by law, \$950,000, to be derived from forest receipts.

*Note: No language changes are proposed.*

#### ACQUISITION OF LANDS TO COMPLETE LAND EXCHANGES

For acquisition of lands, such sums, to be derived from funds deposited by State, county, or municipal governments, public school districts, or other public school authorities, and for authorized expenditures from funds deposited by non-Federal parties pursuant to Land Sale and Exchange Acts, pursuant to the Act of December 4, 1967 (16 U.S.C. 484a), to remain available until expended (16 U.S.C. 516–617a, 555a; Public Law 96–586; Public Law 76–589, 76–591; and Public Law 78–310).

*Note 1: No language changes are proposed.*

#### RANGE BETTERMENT FUND

For necessary expenses of range rehabilitation, protection, and improvement, 50 percent of all moneys received during the prior fiscal year, as fees for grazing domestic livestock on lands in National Forests in the 16 Western States, pursuant to section 401(b)(1) of Public Law 94–579, to remain available until expended, of which not to exceed 6 percent shall be available for administrative expenses associated with on-the-ground range rehabilitation, protection, and improvements.

*Note: No language changes are proposed.*

#### GIFTS, DONATIONS AND BEQUESTS FOR FOREST AND RANGELAND RESEARCH

For expenses authorized by 16 U.S.C. 1643(b), \$45,000, to remain available until expended, to be derived from the fund established pursuant to the above Act.

*Note: No language changes are proposed.*

#### MANAGEMENT OF NATIONAL FOREST LANDS FOR SUBSISTENCE USES

For necessary expenses of the Forest Service to manage Federal lands in Alaska for subsistence uses under title VIII of the Alaska National Interest Lands Conservation Act (Public Law 96–487), [\$2,500,000] \$2,441,000, to remain available until expended.

*Note: No language changes are proposed.*

#### WILDLAND FIRE MANAGEMENT (INCLUDING TRANSFERS OF FUNDS)

For necessary expenses for forest fire presuppression activities on National Forest System lands, for emergency fire suppression on or adjacent to such lands or other lands under fire protection agreement, hazardous fuels management on or adjacent to such lands, emergency rehabilitation of burned-over National Forest System lands and water, and for State and volunteer fire assistance, [\$2,386,329,000] \$2,451,445,000, to remain available until expended: *Provided*, That such funds including unobligated balances under this heading, are available for repayment of advances from other appropriations accounts previously transferred for such purposes: *Provided further*, That such funds shall be available to reimburse State and other cooperating entities for services provided in response to wildfire and other emergencies or disasters to the extent such reimbursements by the Forest Service for non-fire emergencies are fully repaid by the responsible

1. emergency management agency: [*Provided further*, That, notwithstanding any other provision of law, \$6,914,000 of funds appropriated under this appropriation shall be available for the Forest Service in support of fire science research authorized by the Joint Fire Science Program, including all Forest Service authorities for the use of funds, such as contracts, grants, research joint venture agreements, and cooperative agreements: *Provided further*, That all authorities for the use of funds, including the use of contracts, grants, and cooperative agreements, available to execute the Forest and Rangeland Research appropriation, are also available in the utilization of these funds for Fire Science Research:] *Provided further*, That funds provided shall be available for emergency rehabilitation and restoration, hazardous fuels management activities, support to Federal emergency response, and wildfire suppression activities of the Forest Service: *Provided further*, That of the funds provided, [\$375,000,000] \$384,126,000 is for hazardous fuels management activities, \$19,795,000 is for research activities and to make competitive research grants pursuant to the Forest and Rangeland Renewable Resources Research Act, (16 U.S.C. 1641 et seq.), \$78,000,000 is for State fire assistance, and \$13,000,000 is for volunteer fire assistance under section 10 of the Cooperative Forestry Assistance Act of 1978 (16 U.S.C. 2106): *Provided further*, That of the funds provided, \$873,904,000 is an amount for wildfire suppression operations to meet the terms of section 251(b)(2) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended, and \$864,096,000 is additional new budget authority for wildfire suppression operations specified for purposes of section 251(b)(2) of such Act: *Provided further*, That amounts in this paragraph may be transferred to the "National Forest System", and "Forest and Rangeland Research" accounts to fund forest and rangeland research, the Joint Fire Science Program, vegetation and watershed management, heritage site rehabilitation, and wildlife and fish habitat management and restoration: *Provided further*, That the costs of implementing any cooperative agreement between the Federal Government and any non-Federal entity may be shared, as mutually agreed on by the affected parties: *Provided further*, That [up to \$15,000,000 of ]the funds provided herein may be used by the Secretary of Agriculture to enter into procurement contracts or cooperative agreements or to issue grants for hazardous fuels management activities and for training or monitoring
- 2.

- associated with such hazardous fuels management activities on Federal land or on non-Federal land if the Secretary determines such activities benefit resources on Federal land:
3. *Provided further*, That funds made available to implement the Community Forest Restoration Act, Public Law 106–393, title VI, shall be available for use on non-Federal lands in accordance with authorities made available to the Forest Service under the "State and Private Forestry" appropriation: *Provided further*, That the Secretary of the Interior and the Secretary of Agriculture may authorize the transfer of funds appropriated for wildland fire management, in an aggregate amount not to exceed \$50,000,000, between the Departments when such transfers would facilitate and expedite wildland fire management programs and projects: *Provided further*, That of the funds provided for hazardous fuels management, not to exceed \$15,000,000 may be used to make grants, using any authorities available to the Forest Service under the "State and Private Forestry" appropriation, for the purpose of creating incentives for increased use of biomass from National Forest System lands: *Provided further*, That funds designated for wildfire suppression[,including funds transferred from the "FLAME Wildfire Suppression Reserve Fund",] shall be assessed for cost pools on the same basis as such assessments are calculated against other agency programs: *Provided further*, That of the funds for hazardous fuels management, up to \$24,000,000 may be transferred to the "National Forest System" to support the Integrated Resource Restoration pilot program.
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*Note 1: Deletes reference to the Joint Fire Science Program because these funds are requested in Forest and Rangeland Research.*

*Note 2: Budget cap adjustment for fire suppression proposal.*

*Note 3: Removes ceiling for funds for hazardous fuels grants to increase the agency's flexibility.*

*Note 4: Deletes reference to FLAME since no funds are requested.*

#### FLAME WILDFIRE SUPPRESSION RESERVE FUND [(INCLUDING TRANSFERS OF FUNDS)]

1. [For necessary expenses for large fire suppression operations of the Department of Agriculture and as a reserve fund for suppression and Federal emergency response activities, \$823,000,000, to remain available until expended: *Provided*, That such amounts are only available for transfer to the "Wildland Fire Management" account following a declaration by the Secretary in accordance with section 502 of the FLAME Act of 2009 (43 U.S.C. 1748a).]

*Note 1: No funds are requested for this program.*

#### ADMINISTRATIVE PROVISIONS FOREST SERVICE (INCLUDING TRANSFERS OF FUNDS)

Appropriations to the Forest Service for the current fiscal year shall be available for: (1) purchase of passenger motor vehicles; acquisition of passenger motor vehicles from excess sources, and hire of such vehicles; purchase, lease, operation, maintenance, and

acquisition of aircraft to maintain the operable fleet for use in Forest Service wildland fire programs and other Forest Service programs; notwithstanding other provisions of law, existing aircraft being replaced may be sold, with proceeds derived or trade-in value used to offset the purchase price for the replacement aircraft; (2) services pursuant to 7 U.S.C. 2225, and not to exceed \$100,000 for employment under 5 U.S.C. 3109; (3) purchase, erection, and alteration of buildings and other public improvements (7 U.S.C. 2250); (4) acquisition of land, waters, and interests therein pursuant to 7 U.S.C. 428a; (5) for expenses pursuant to the Volunteers in the National Forest Act of 1972 (16 U.S.C. 558a, 558d, and 558a note); (6) the cost of uniforms as authorized by 5 U.S.C. 5901-5902; and (7) for debt collection contracts in accordance with 31 U.S.C. 3718(c).

*Note: No language changes are proposed.*

Any appropriations or funds available to the Forest Service may be transferred to the Wildland Fire Management appropriation for forest firefighting, emergency rehabilitation of burned-over or damaged lands or waters under its jurisdiction, and fire preparedness due to severe burning conditions upon the Secretary's notification of the House and Senate Committees on Appropriations that all fire suppression funds appropriated under the [headings]heading "Wildland Fire Management"[ and "FLAME Wildfire Suppression Reserve Fund"] will be obligated within 30 days[: *Provided*, That all funds used pursuant to this paragraph must be replenished by a supplemental appropriation which must be requested as promptly as possible].

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- 2.

*Note 1: Delete reference to FLAME.*

*Note 2: Deletes request for replenishment of funds through a supplemental appropriation.*

Funds appropriated to the Forest Service shall be available for assistance to or through the Agency for International Development in connection with forest and rangeland research, technical information, and assistance in foreign countries, and shall be available to support forestry and related natural resource activities outside the United States and its territories and possessions, including technical assistance, education and training, and cooperation with U.S., private, and international organizations. The Forest Service, acting for the International Program, may sign direct funding agreements with foreign governments and institutions as well as other domestic agencies (including the U.S. Agency for International Development, the Department of State, and the Millennium Challenge Corporation), U.S. private sector firms, institutions and organizations to provide technical assistance and training programs overseas on forestry and rangeland management.

*Note: No language changes are proposed.*

Funds appropriated to the Forest Service shall be available for expenditure or transfer to the Department of the Interior, Bureau of Land Management, for removal, preparation, and adoption of excess wild horses and burros from National Forest System lands, and for

the performance of cadastral surveys to designate the boundaries of such lands.

*Note: No language changes are proposed.*

None of the funds made available to the Forest Service in this Act or any other Act with respect to any fiscal year shall be subject to transfer under the provisions of section 702(b) of the Department of Agriculture Organic Act of 1944 (7 U.S.C. 2257), section 442 of Public Law 106-224 (7 U.S.C. 7772), or section 10417(b) of Public Law 107-[107]171 (7 U.S.C. 8316(b)).

*Note: No language changes are proposed.*

1. None of the funds available to the Forest Service may be reprogrammed without the advance [approval of] *notification to* the House and Senate Committees on Appropriations in accordance with the reprogramming procedures contained in the explanatory statement [described in section 4 (in the matter preceding division A of this consolidated Act)] *accompanying this Act.*

*Note 1: Language deleted because it limits agency flexibility.*

Not more than \$82,000,000 of funds available to the Forest Service shall be transferred to the Working Capital Fund of the Department of Agriculture and not more than \$14,500,000 of funds available to the Forest Service shall be transferred to the Department of Agriculture for Department Reimbursable Programs, commonly referred to as Greenbook charges. Nothing in this paragraph shall prohibit or limit the use of reimbursable agreements requested by the Forest Service in order to obtain services from the Department of Agriculture's National Information Technology Center and the Department of Agriculture's International Technology Service.

*Note: No language changes are proposed.*

Of the funds available to the Forest Service, up to \$5,000,000 shall be available for priority projects within the scope of the approved budget, which shall be carried out by the Youth Conservation Corps and shall be carried out under the authority of the Public Lands Corps Act of 1993, Public Law 103–82, as amended by Public Lands Corps Healthy Forests Restoration Act of 2005, Public Law 109–154.

*Note: No language changes are proposed.*

Of the funds available to the Forest Service, \$4,000 is available to the Chief of the Forest Service for official reception and representation expenses.

*Note: No language changes are proposed.*

Pursuant to sections 405(b) and 410(b) of Public Law 101-593, of the funds available to the Forest Service, up to \$3,000,000 may be advanced in a lump sum to the National Forest Foundation to aid conservation partnership projects in support of the Forest Service mission, without regard to when the Foundation incurs expenses, for projects on or benefitting National Forest System lands or related to Forest Service programs: *Provided*, That of the Federal funds made available to the Foundation, no more than \$300,000 shall be available for administrative expenses: *Provided further*, That the Foundation shall obtain, by the end of the period of Federal financial assistance, private contributions to match on at least one-for-one basis funds made available by the Forest Service: *Provided further*, That the Foundation may transfer Federal funds to a Federal or a non-Federal recipient for a project at the same rate that the recipient has obtained the non-Federal matching funds.

*Note: No language changes are proposed.*

Pursuant to section 2(b)(2) of Public Law 98-244, up to \$3,000,000 of the funds available to the Forest Service may be advanced to the National Fish and Wildlife Foundation in a lump sum to aid cost-share conservation projects, without regard to when expenses are incurred, on or benefitting National Forest System lands or related to Forest Service programs: *Provided*, That such funds shall be matched on at least a one-for-one basis by the Foundation or its sub-recipients: *Provided further*, That the Foundation may transfer Federal funds to a Federal or non-Federal recipient for a project at the same rate that the recipient has obtained the non-Federal matching funds.

*Note: No language changes are proposed.*

Funds appropriated to the Forest Service shall be available for interactions with and providing technical assistance to rural communities and natural resource-based businesses for sustainable rural development purposes.

*Note: No language changes are proposed.*

Funds appropriated to the Forest Service shall be available for payments to counties within the Columbia River Gorge National Scenic Area, pursuant to section 14(c)(1) and (2), and section 16(a)(2) of Public Law 99-663.

*Note: No language changes are proposed.*

Any funds appropriated to the Forest Service may be used to meet the non-Federal share requirement in section 502(c) of the Older Americans Act of 1965 (42 U.S.C. 3056(c)(2)).

*Note: No language changes are proposed.*

Funds available to the Forest Service, not to exceed \$65,000,000, shall be assessed for the purpose of performing fire, administrative and other facilities maintenance and decommissioning. Such assessments shall occur using a square foot rate charged on the same basis the agency uses to assess programs for payment of rent, utilities, and other support services.

*Note: No language changes are proposed.*

Notwithstanding any other provision of law, any appropriations or funds available to the Forest Service not to exceed \$500,000 may be used to reimburse the Office of the General Counsel (OGC), Department of Agriculture, for travel and related expenses incurred as a result of OGC assistance or participation requested by the Forest Service at meetings, training sessions, management reviews, land purchase negotiations and similar nonlitigation-related matters. Future budget justifications for both the Forest Service and the Department of Agriculture should clearly display the sums previously transferred and the requested funding transfers.

*Note: No language changes are proposed.*

An eligible individual who is employed in any project funded under title V of the Older Americans Act of 1965 (42 U.S.C. 3056 et seq.) and administered by the Forest Service shall be considered to be a Federal employee for purposes of chapter 171 of title 28, United States Code.

*Note: No language changes are proposed.*

**Title IV**  
**GENERAL PROVISIONS**  
(Including Transfers of Funds)

[RESTRICTION ON USE OF FUNDS]

1. [SEC. 401. No part of any appropriation contained in this Act shall be available for any activity or the publication or distribution of literature that in any way tends to promote public support or opposition to any legislative proposal on which Congressional action is not complete other than to communicate to Members of Congress as described in 18 U.S.C. 1913.]

*Note 1: Proposed for deletion as it restricts agency flexibility.*

#### OBLIGATION OF APPROPRIATIONS

1. SEC. [402]401. No part of any appropriation contained in this Act shall remain available for obligation beyond the current fiscal year unless expressly so provided herein.

*Note 1: No language changes are proposed and section number changes*

#### DISCLOSURE OF ADMINISTRATIVE EXPENSES

SEC. [403]402. The amount and basis of estimated overhead charges, deductions, reserves or holdbacks, including working capital fund and cost pool charges, from programs, projects, activities and subactivities to support government-wide, departmental, agency, or bureau administrative functions or headquarters, regional, or central operations shall be presented in annual budget justifications [and subject to approval by the Committees on

1. Appropriations of the House of Representatives and the Senate. Changes]. *Advance notice of changes* to such estimates shall be presented to the Committees on Appropriations [for approval].

*Note 1: Language deleted because it limits agency flexibility and section number changes.*

#### MINING APPLICATIONS

SEC. [404]403. (a) LIMITATION OF FUNDS.—None of the funds appropriated or otherwise made available pursuant to this Act shall be obligated or expended to accept or process applications for a patent for any mining or mill site claim located under the general mining laws.

(b) EXCEPTIONS.—Subsection (a) shall not apply if the Secretary of the Interior determines that, for the claim concerned (1) a patent application was filed with the Secretary on or before September 30, 1994; and (2) all requirements established under sections 2325 and 2326 of the Revised Statutes (30 U.S.C. 29 and 30) for vein or lode claims, sections 2329, 2330, 2331, and 2333 of the Revised Statutes (30 U.S.C. 35, 36, and 37) for placer claims, and section 2337 of the Revised Statutes (30 U.S.C. 42) for mill site claims, as the case may be, were fully complied with by the applicant by that date.

1. (c) REPORT.—On September 30, [2017]2018, the Secretary of the Interior shall file with the House and Senate Committees on Appropriations and the Committee on Natural Resources of the House and the Committee on Energy and Natural Resources of the Senate a report on actions taken by the Department under the plan submitted pursuant to section 314(c) of the Department of the Interior and Related Agencies Appropriations Act, 1997 (Public Law 104–208).

(d) MINERAL EXAMINATIONS.—In order to process patent applications in a timely and responsible manner, upon the request of a patent applicant, the Secretary of the Interior shall allow the applicant to fund a qualified third-party contractor to be selected

by the Director of the Bureau of Land Management to conduct a mineral examination of the mining claims or mill sites contained in a patent application as set forth in subsection (b). The Bureau of Land Management shall have the sole responsibility to choose and pay the third-party contractor in accordance with the standard procedures employed by the Bureau of Land Management in the retention of third party contractors.

*Note 1: Update report deadline.*

#### CONTRACT SUPPORT COSTS, PRIOR YEAR LIMITATION

1. SEC. [405]404. Sections 405 and 406 of division F of the Consolidated and Further Continuing Appropriations Act, 2015 (Public Law 113–235) shall continue in effect in fiscal year [2016]2017.

*Note 1: Not applicable to the Forest Service and section number changes.*

#### CONTRACT SUPPORT COSTS, FISCAL YEAR [2016]2017 LIMITATION

1. SEC. [406]405. Amounts provided by this Act for fiscal year [2016]2017 under the headings "Department of Health and Human Services, Indian Health Service, Contract Support Costs" and "Department of the Interior, Bureau of Indian Affairs and Bureau of Indian Education, Contract Support Costs" are the only amounts available for contract support costs arising out of self-determination or self-governance contracts, grants, compacts, or annual funding agreements for fiscal year [2016]2017 with the Bureau of Indian Affairs or the Indian Health Service: *Provided*, That such amounts provided by this Act are not available for payment of claims for contract support costs for prior years, or for repayments of payments for settlements or judgments awarding contract support costs for prior years.

*Note 1: Not applicable to the Forest Service.*

#### FOREST MANAGEMENT PLANS

1. SEC. [407]406. The Secretary of Agriculture shall not be considered to be in violation of subparagraph 6(f)(5)(A) of the Forest and Rangeland Renewable Resources Planning Act of 1974 (16 U.S.C. 1604(f)(5)(A)) solely because more than 15 years have passed without revision of the plan for a unit of the National Forest System. Nothing in this section exempts the Secretary from any other requirement of the Forest and Rangeland Renewable Resources Planning Act (16 U.S.C. 1600 et seq.) or any other law: *Provided*, That if the Secretary is not acting expeditiously and in good faith, within the funding available, to revise a plan for a unit of the National Forest System, this section shall be void with respect to such plan and a court of proper jurisdiction may order completion of the plan on an accelerated basis.

*Note 1: Changes section number.*

**PROHIBITION WITHIN NATIONAL MONUMENTS**

1. SEC. [408]407. No funds provided in this Act may be expended to conduct preleasing, leasing and related activities under either the Mineral Leasing Act (30 U.S.C. 181 et seq.) or the Outer Continental Shelf Lands Act (43 U.S.C. 1331 et seq.) within the boundaries of a National Monument established pursuant to the Act of June 8, 1906 (16 U.S.C. 431 et seq.) as such boundary existed on January 20, 2001, except where such activities are allowed under the Presidential proclamation establishing such monument.

*Note 1: Changes Section number.*

**LIMITATION ON TAKINGS**

1. SEC. [409]408. Unless otherwise provided herein, no funds appropriated in this Act for the acquisition of lands or interests in lands may be expended for the filing of declarations of taking or complaints in condemnation without [the approval of] *providing prior notification* to the House and Senate Committees on Appropriations: *Provided*, That this provision shall not apply to funds appropriated to implement the Everglades National Park Protection and Expansion Act of 1989, or to funds appropriated for Federal assistance to the State of Florida to acquire lands for Everglades restoration purposes.
2. of taking or complaints in condemnation without [the approval of] *providing prior notification* to the House and Senate Committees on Appropriations: *Provided*, That this provision shall not apply to funds appropriated to implement the Everglades National Park Protection and Expansion Act of 1989, or to funds appropriated for Federal assistance to the State of Florida to acquire lands for Everglades restoration purposes.

*Note 1: Changes Section number.*

*Note 2: Proposed language provides notification of Congress if agency using authorities.*

**[TIMBER SALE REQUIREMENTS]**

1. [SEC. 410. No timber sale in Alaska's Region 10 shall be advertised if the indicated rate is deficit (defined as the value of the timber is not sufficient to cover all logging and stumpage costs and provide a normal profit and risk allowance under the Forest Service's appraisal process) when appraised using a residual value appraisal. The western red cedar timber from those sales which is surplus to the needs of the domestic processors in Alaska, shall be made available to domestic processors in the contiguous 48 United States at prevailing domestic prices. All additional western red cedar volume not sold to Alaska or contiguous 48 United States domestic processors may be exported to foreign markets at the election of the timber sale holder. All Alaska yellow cedar may be sold at prevailing export prices at the election of the timber sale holder.]

*Note 1: Proposed for deletion as it limits agency flexibility and creates an excessive administrative burden. Current law requires residual value appraisal and domestic use of timber.*

**PROHIBITION ON NO-BID CONTRACTS**

1. SEC. [411]409. None of the funds appropriated or otherwise made available by this Act to executive branch agencies may be used to enter into any Federal contract unless such contract is entered into in accordance with the requirements of Chapter 33 of title 41,

United States Code, or Chapter 137 of title 10, United States Code, and the Federal Acquisition Regulation, unless—

(1) Federal law specifically authorizes a contract to be entered into without regard for these requirements, including formula grants for States, or federally recognized Indian tribes; or

(2) such contract is authorized by the Indian Self-Determination and Education and Assistance Act (Public Law 93–638, 25 U.S.C. 450 et seq.) or by any other Federal laws that specifically authorize a contract within an Indian tribe as defined in section 4(e) of that Act (25 U.S.C. 450b(e)); or

(3) such contract was awarded prior to the date of enactment of this Act.

*Note 1: Changes section number.*

#### POSTING OF REPORTS

1. SEC. [412]410. (a) Any agency receiving funds made available in this Act, shall, subject to subsections (b) and (c), post on the public website of that agency any report required to be submitted by the Congress in this or any other Act, upon the determination by the head of the agency that it shall serve the national interest.

(b) Subsection (a) shall not apply to a report if—

(1) the public posting of the report compromises national security; or

(2) the report contains proprietary information.

(c) The head of the agency posting such report shall do so only after such report has been made available to the requesting Committee or Committees of Congress for no less than 45 days.

*Note 1: Changes section number.*

#### NATIONAL ENDOWMENT FOR THE ARTS GRANT GUIDELINES

1. SEC. [413]411. Of the funds provided to the National Endowment for the Arts—

(1) The Chairperson shall only award a grant to an individual if such grant is awarded to such individual for a literature fellowship, National Heritage Fellowship, or American Jazz Masters Fellowship.

(2) The Chairperson shall establish procedures to ensure that no funding provided through a grant, except a grant made to a State or local arts agency, or regional group, may be used to make a grant to any other organization or individual to conduct activity independent of the direct grant recipient. Nothing in this subsection shall prohibit payments made in exchange for goods and services.

(3) No grant shall be used for seasonal support to a group, unless the application is specific to the contents of the season, including identified programs and/or projects.

*Note 1: Changes section number. Not applicable to the Forest Service.*

#### NATIONAL ENDOWMENT FOR THE ARTS PROGRAM PRIORITIES

1. SEC. [414]412. (a) In providing services or awarding financial assistance under the National Foundation on the Arts and the Humanities Act of 1965 from funds appropriated under this Act, the Chairperson of the National Endowment for the Arts shall ensure that priority is given to providing services or awarding financial assistance for projects, productions, workshops, or programs that serve underserved populations.
  - (b) In this section:
    - (1) The term “underserved population” means a population of individuals, including urban minorities, who have historically been outside the purview of arts and humanities programs due to factors such as a high incidence of income below the poverty line or to geographic isolation.
    - (2) The term “poverty line” means the poverty line (as defined by the Office of Management and Budget, and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved.
  - (c) In providing services and awarding financial assistance under the National Foundation on the Arts and Humanities Act of 1965 with funds appropriated by this Act, the Chairperson of the National Endowment for the Arts shall ensure that priority is given to providing services or awarding financial assistance for projects, productions, workshops, or programs that will encourage public knowledge, education, understanding, and appreciation of the arts.
  - (d) With funds appropriated by this Act to carry out section 5 of the National Foundation on the Arts and Humanities Act of 1965—
    - (1) the Chairperson shall establish a grant category for projects, productions, workshops, or programs that are of national impact or availability or are able to tour several States;
    - (2) the Chairperson shall not make grants exceeding 15 percent, in the aggregate, of such funds to any single State, excluding grants made under the authority of paragraph (1);
    - (3) the Chairperson shall report to the Congress annually and by State, on grants awarded by the Chairperson in each grant category under section 5 of such Act; and
    - (4) the Chairperson shall encourage the use of grants to improve and support community-based music performance and education.

*Note 1: Changes section number. Not applicable to the Forest Service.*

[STATUS OF BALANCES OF APPROPRIATIONS]

1. [SEC. 415. The Department of the Interior, the Environmental Protection Agency, the Forest Service, and the Indian Health Service shall provide the Committees on Appropriations of the House of Representatives and Senate quarterly reports on the status of balances of appropriations including all uncommitted, committed, and unobligated funds in each program and activity.]

*Note 1: Proposed for deletion as this creates an excessive administrative burden and duplicates existing financial reporting protocols.*

[REPORT ON USE OF CLIMATE CHANGE FUNDS]

1. [SEC. 416. Not later than 120 days after the date on which the President's fiscal year 2017 budget request is submitted to the Congress, the President shall submit a comprehensive report to the Committees on Appropriations of the House of Representatives and the Senate describing in detail all Federal agency funding, domestic and international, for climate change programs, projects, and activities in fiscal years 2015 and 2016, including an accounting of funding by agency with each agency identifying climate change programs, projects, and activities and associated costs by line item as presented in the President's Budget Appendix, and including citations and linkages where practicable to each strategic plan that is driving funding within each climate change program, project, and activity listed in the report.]

*Note 1: Proposed for deletion as this creates excessive administrative reporting burden.*

#### [PROHIBITION ON USE OF FUNDS]

[SEC. 417. Notwithstanding any other provision of law, none of the funds made available in this Act or any other Act may be used to promulgate or implement any regulation requiring the issuance of permits under title V of the Clean Air Act (42 U.S.C. 7661 et seq.) for carbon dioxide, nitrous oxide, water vapor, or methane emissions resulting from biological processes associated with livestock production.]

*Note: Language proposed for deletion.*

#### [GREENHOUSE GAS REPORTING RESTRICTIONS]

1. [SEC. 418. Notwithstanding any other provision of law, none of the funds made available in this or any other Act may be used to implement any provision in a rule, if that provision requires mandatory reporting of greenhouse gas emissions from manure management systems.]

*Note 1: Language proposed for deletion.*

#### MODIFICATION OF AUTHORITIES

1. SEC. [419]413. (a) Section 8162(m)(3) of the Department of Defense Appropriations Act, 2000 (40 U.S.C. 8903 note; Public Law 106-79) is amended by striking "September 30, [2015] 2016" and inserting "September 30, [2016] 2017".  
[(b) For fiscal year 2016, the authority provided by the provisos under the heading "Dwight D. Eisenhower Memorial Commission—Capital Construction" in division E of Public Law 112-74 shall not be in effect.]

*Note 1: Changes section number.*

#### [FUNDING PROHIBITION]

1. [SEC. 420. None of the funds made available by this or any other Act may be used to

regulate the lead content of ammunition, ammunition components, or fishing tackle under the Toxic Substances Control Act (15 U.S.C. 2601 et seq.) or any other law.]

*Note 1: Language proposed for deletion as it limits flexibility.*

**[CONTRACTING AUTHORITIES]**

1. [SEC. 421. Section 412 of Division E of Public Law 112–74 is amended by striking "fiscal year 2015," and inserting "fiscal year 2017,".]

*Note 1: Language proposed for deletion.*

**[CHESAPEAKE BAY INITIATIVE]**

1. [SEC. 422. Section 502(c) of the Chesapeake Bay Initiative Act of 1998 (Public Law 105–312; 16 U.S.C. 461 note) is amended by striking "2015" and inserting "2017".]

*Note 1: Not applicable to the Forest Service.*

**EXTENSION OF GRAZING PERMITS**

1. SEC. [423] 414. The terms and conditions of section 325 of Public Law 108–108 (117 Stat. 1307), regarding grazing permits issued by the Forest Service on any lands not subject to administration under section 402 of Federal Lands Policy and Management Act (43 U.S.C. 1752), shall remain in effect for fiscal year [2016]2017.

*Note 1: Addresses concerns that, with respect to grazing permits issued by the Forest Service, the amendments to section 402 of Federal Land Policy and Management Act (FLPMA) (43 U.S.C. 1752) in the National Defense Authorization Act for FY 2015 (P.L. 113-291) incorporated the authority in 325 only as it applied to grazing on National Forests in the 16 contiguous Western States but not to grazing on National Grasslands and on eastern National Forests. With the addition of this section, the terms and conditions in section 325 of P.L. 108-108 would apply to grazing permits issued by the Forest Service on any National Forest System lands.*

**RECREATION FEE**

1. SEC. 415. Section 810 of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6809) is amended by striking "September 30, 2017" and inserting "September 30, 2018".

*Note 1: Extends authority for the Federal Lands Recreation Enhancement Act (16 U.S.C. 6809).*

**LIVESTOCK GRAZING ADMINISTRATION**

1. SEC. 416. Beginning on March 1, 2017, and only to the extent and in the amount provided

*in advance in appropriations Acts, the Secretary of Agriculture shall collect an annual administrative fee for grazing domestic livestock on National Forests in the 16 contiguous western States and on National Grasslands in the amount of \$2.50 per head month for cattle and its equivalent for other livestock. The administrative fee shall be billed and collected using the process as provided in sections 222.50 through 222.52 of title 36, Code of Federal Regulations. Fees collected may be used, subject to appropriation, to offset the cost of administering the livestock grazing program. Nothing in this provision shall affect the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 1751(b), title III of the Bankhead Jones Farm Tenant Act (7 U.S.C. 1010), and implementing regulations.*

*SEC. 417. In fiscal year 2017, beginning on March 1, 2017, and only to the extent and in the amount provided in advance in appropriations Acts, the Secretary of the Interior shall collect an administrative fee to offset the increased cost of administering the livestock grazing program on public lands managed by the Bureau of Land Management by charging \$2.50 per Animal Unit Month, which shall be billed, collected, and subject to the penalties using the same process as the annual grazing fee in 43 C.F.R. 4130.8–1. Penalties assessed shall be deposited in the General Fund of the Treasury. Nothing in this provision affects the calculation, collection, distribution, or use of the grazing fee under 43 U.S.C. 315–315rr, 43 U.S.C. 1751(b), 43 U.S.C. 1905, Executive Order 12548, or administrative regulation.*

*Note 1: Establishes new administrative fee program for grazing.*

#### **OUTER CONTINENTAL SHELF LEASING REVIEW PERIOD**

1. *SEC. 418. Section 11(c)(1) of the Outer Continental Shelf Lands Act (43 U.S.C. 1340(c)(1)) is amended in the fourth sentence by striking " thirty" and inserting " ninety ".*

*Note 1: Not applicable to the Forest Service.*

#### **STEWARDSHIP CONTRACTING AMENDMENTS**

1. *SEC. 419. Section 604(d) of the Healthy Forest Restoration Act of 2003 (16 U.S.C. 6591c(d)) as amended by the Agricultural Act of 2014 (P.L. 113–79), is further amended a) in paragraph (5), by adding at the end the following: " Notwithstanding the Materials Act of 1947 (30 U.S.C. 602(a)), the Director may enter into an agreement or contract under subsection (b)."; and (b) in paragraph (7), by striking "and the Director".*

*Note 1: Not applicable to the Forest Service.*

#### **PAYMENTS IN LIEU OF TAXES**

1. *SEC. 420. Section 6906 of title 31, United States Code, is amended by adding after and below paragraph (2) the following new paragraph:  
"Payments made under this chapter are subject to the availability of appropriations. In the event the sums appropriated for any fiscal year to make payments pursuant to this*

*chapter are less than the amounts which provides full payment to all units of local government, then the payment to each local government shall be proportionately reduced."*

*Note 1: Not applicable to the Forest Service.*

[USE OF AMERICAN IRON AND STEEL]

1. [SEC. 424. (a)(1) None of the funds made available by a State water pollution control revolving fund as authorized by section 1452 of the Safe Drinking Water Act (42 U.S.C. 300j-12) shall be used for a project for the construction, alteration, maintenance, or repair of a public water system or treatment works unless all of the iron and steel products used in the project are produced in the United States.
  - (2) In this section, the term "iron and steel products" means the following products made primarily of iron or steel: lined or unlined pipes and fittings, manhole covers and other municipal castings, hydrants, tanks, flanges, pipe clamps and restraints, valves, structural steel, reinforced precast concrete, and construction materials.
  - (b) Subsection (a) shall not apply in any case or category of cases in which the Administrator of the Environmental Protection Agency (in this section referred to as the "Administrator") finds that—
    - (1) applying subsection (a) would be inconsistent with the public interest;
    - (2) iron and steel products are not produced in the United States in sufficient and reasonably available quantities and of a satisfactory quality; or
    - (3) inclusion of iron and steel products produced in the United States will increase the cost of the overall project by more than 25 percent.
  - (c) If the Administrator receives a request for a waiver under this section, the Administrator shall make available to the public on an informal basis a copy of the request and information available to the Administrator concerning the request, and shall allow for informal public input on the request for at least 15 days prior to making a finding based on the request. The Administrator shall make the request and accompanying information available by electronic means, including on the official public Internet Web site of the Environmental Protection Agency.
  - (d) This section shall be applied in a manner consistent with United States obligations under international agreements.
  - (e) The Administrator may retain up to 0.25 percent of the funds appropriated in this Act for the Clean and Drinking Water State Revolving Funds for carrying out the provisions described in subsection (a)(1) for management and oversight of the requirements of this section.]

*Note 1: Language proposed for deletion.*

[NOTIFICATION REQUIREMENTS]

1. [SEC. 425. (a) DEFINITIONS.—In this section:
  - (1) ADMINISTRATOR.—The term "Administrator" means the Administrator of the Environmental Protection Agency.

- (2) AFFECTED STATE.—The term "affected State" means any of the Great Lakes States (as defined in section 118(a)(3) of the Federal Water Pollution Control Act (33 U.S.C. 1268(a)(3))).
- (3) DISCHARGE.—The term "discharge" means a discharge as defined in section 502 of the Federal Water Pollution Control Act (33 U.S.C. 1362).
- (4) GREAT LAKES.—The term "Great Lakes" means any of the waters as defined in section 118(a)(3) of the Federal Water Pollution Control Act (33 U.S.C. 1268(a)(3)).
- (5) TREATMENT WORKS.—The term "treatment works" has the meaning given the term in section 212 of the Federal Water Pollution Control Act (33 U.S.C. 1292).
- (b) REQUIREMENTS.—
- (1) IN GENERAL.—The Administrator shall work with affected States having publicly owned treatment works that discharge to the Great Lakes to create public notice requirements for a combined sewer overflow discharge to the Great Lakes.
- (2A) NOTICE REQUIREMENTS.—The notice requirements referred to in paragraph (1) shall provide for—
- (i) the method of the notice;
  - (ii) the contents of the notice, in accordance with paragraph (3); and
  - (iii) requirements for public availability of the notice.
- (32) MINIMUM REQUIREMENTS.—
- (A) IN GENERAL.—The contents of the notice under paragraph (1) shall include—
- (i) the dates and times of the applicable discharge;
  - (ii) the volume of the discharge; and
  - (iii) a description of any public access areas impacted by the discharge.
- (B) CONSISTENCY.—The minimum requirements under this paragraph shall be consistent for all affected States.
- (43) ADDITIONAL REQUIREMENTS.—The Administrator shall work with the affected States to include—
- (A) follow-up notice requirements that provide a description of—
- (i) each applicable discharge;
  - (ii) the cause of the discharge; and
  - (iii) plans to prevent a reoccurrence of a combined sewer overflow discharge to the Great Lakes consistent with section 402 of the Federal Water Pollution Control Act (33 U.S.C. 1342) or an administrative order or consent decree under such Act; and
- (B) annual publication requirements that list each treatment works from which the Administrator or the affected State receive a follow-up notice.
- (54) TIMING.—
- (A) The notice and publication requirements described in this subsection shall be implemented by not later than 2 years after the date of enactment of this Act.
- (B) The Administrator of the EPA may extend the implementation deadline for individual communities if the Administrator determines the community needs additional time to comply in order to avoid undue economic hardship.
- (65) STATE ACTION.—Nothing in this subsection prohibits an affected State from establishing a State notice requirement in the event of a discharge that is more stringent than the requirements described in this subsection.]

*Note 1: Not applicable to the Forest Service.*

## [GREAT LAKES RESTORATION INITIATIVE]

1. [SEC. 426. Section 118(c) of the Federal Water Pollution Control Act (33 U.S.C. 1268(c)) is amended by striking paragraph (7) and inserting the following:  
"(7) GREAT LAKES RESTORATION INITIATIVE.—  
"(A) ESTABLISHMENT.—There is established in the Agency a Great Lakes Restoration Initiative (referred to in this paragraph as the "Initiative") to carry out programs and projects for Great Lakes protection and restoration.  
"(B) FOCUS AREAS.—The Initiative shall prioritize programs and projects carried out in coordination with non-Federal partners and programs and projects that address priority areas each fiscal year, including—  
"(i) the remediation of toxic substances and areas of concern;  
"(ii) the prevention and control of invasive species and the impacts of invasive species;  
"(iii) the protection and restoration of nearshore health and the prevention and mitigation of nonpoint source pollution;  
"(iv) habitat and wildlife protection and restoration, including wetlands restoration and preservation; and  
"(v) accountability, monitoring, evaluation, communication, and partnership activities.  
"(C) PROJECTS.—Under the Initiative, the Agency shall collaborate with Federal partners, including the Great Lakes Interagency Task Force, to select the best combination of programs and projects for Great Lakes protection and restoration using appropriate principles and criteria, including whether a program or project provides—  
"(i) the ability to achieve strategic and measurable environmental outcomes that implement the Great Lakes Action Plan and the Great Lakes Water Quality Agreement;  
"(ii) the feasibility of—  
"(I) prompt implementation;  
"(II) timely achievement of results; and  
"(III) resource leveraging; and  
"(iii) the opportunity to improve interagency and inter-organizational coordination and collaboration to reduce duplication and streamline efforts.  
"(D) IMPLEMENTATION OF PROJECTS.—  
"(i) IN GENERAL.—Subject to subparagraph (G)(ii), funds made available to carry out the Initiative shall be used to strategically implement—  
"(I) Federal projects; and  
"(II) projects carried out in coordination with States, Indian tribes, municipalities, institutions of higher education, and other organizations.  
"(ii) TRANSFER OF FUNDS.—With amounts made available for the Initiative each fiscal year, the Administrator may—  
"(I) transfer not more than the total amount appropriated under subparagraph

(G)(i) for the fiscal year to the head of any Federal department or agency, with the concurrence of the department or agency head, to carry out activities to support the Initiative and the Great Lakes Water Quality Agreement; and

"(II) enter into an interagency agreement with the head of any Federal department or agency to carry out activities described in subclause (I).

"(E) SCOPE.—

"(i) IN GENERAL.—Projects shall be carried out under the Initiative on multiple levels, including—

"(I) Great Lakes-wide; and

"(II) Great Lakes basin-wide.

"(ii) LIMITATION.—No funds made available to carry out the Initiative may be used for any water infrastructure activity (other than a green infrastructure project that improves habitat and other ecosystem functions in the Great Lakes) for which amounts are made available from—

"(I) a State water pollution control revolving fund established under title VI;

or

"(II) a State drinking water revolving loan fund established under section 1452 of the Safe Drinking Water Act (42 U.S.C. 300j-12).

"(F) ACTIVITIES BY OTHER FEDERAL AGENCIES.—Each relevant Federal department

or agency shall, to the maximum extent practicable—

"(i) maintain the base level of funding for the Great Lakes activities of that department or agency without regard to funding under the Initiative; and

"(ii) identify new activities and projects to support the environmental goals of the Initiative.

"(G) FUNDING.—There are authorized to be appropriated to carry out this paragraph for fiscal year 2016, \$300,000,000." ]

.

Note 1: Not applicable to the Forest Service.

#### JOHN F. KENNEDY CENTER REAUTHORIZATION

1. SEC. [427] 421. Section 13 of the John F. Kennedy Center Act (20 U.S.C. 76r) is amended by striking subsections (a) and (b) and inserting the following:

"(a) MAINTENANCE, REPAIR, AND SECURITY.—There is authorized to be appropriated to the Board to carry out section 4(a)(1)(H), \$22,000,000 for fiscal year [2016] 2017.

"(b) CAPITAL PROJECTS.—There is authorized to be appropriated to the Board to carry out subparagraphs (F) and (G) of section 4(a)(1), \$15,000,000 for fiscal year [2016] 2017."

Note 1: Not applicable to the Forest Service.

#### COLLABORATIVE FOREST LANDSCAPE RESTORATION PROGRAM

1. SEC. 422. Sec. 4003(f)(6) of Public Law 111-11 (16 U.S.C. 7303(f)(6)) is amended by striking “\$40,000,000” and inserting “\$80,000,000” and by striking “2019” and inserting “2026”.

*Note 1: Expands program to \$80 million.*

#### SMALL TRACTS ACT CONVEYANCE AUTHORITY, LAND ADJUSTMENT PROGRAM

1. SEC. 423. The Act of January 12, 1983 (commonly known as the Small Tracts Act (16 U.S.C. 521c – 521i)) is amended—
  - (a) in section 3—
    - (1) in the introductory text, by striking “\$150,000” and inserting “\$250,000”;
    - (2) in paragraph (2) by striking “; or” and inserting a semicolon;
    - (3) in paragraph (3), by striking the period and inserting a semicolon; and
    - (4) by adding at the end the following—
      - “(4) parcels of 40 acres or less which are determined by the Secretary to be physically isolated, to be inaccessible, or to have lost their National Forest character;
      - “(5) parcels of 10 acres or less and encumbered by permanent habitable improvements which are not eligible for conveyance under the Encroachment Category, but which are not intentional trespasses nor for which existing information would have prevented the encroachment;
      - “(6) parcels used as a cemetery, a landfill, or a sewage treatment plant under a special use authorization issued by the Secretary.
  - (b) by adding at the end the following—
 

“SECTION 9. DISPOSITION OF PROCEEDS.

    - “(a) IN GENERAL.—The net proceeds derived from any sale or exchange under paragraphs (4), (5) and (6) of section 3 shall be deposited in the fund established by Public Law 90-171 (commonly known as the “Sisk Act”) (16 U.S.C. 484a).
    - “(b) USE.—Amounts deposited under subsection (a) shall be available to the Secretary, without further appropriation, and shall remain available until expended for—
      - “(i) the acquisition of land or interests in land for administrative sites for the National Forest System in the State;
      - “(ii) the acquisition of land or interests in land for inclusion in the National Forest System within the State, including those which enhance recreational access opportunities.

*Note 1: Revises this authority.*

#### DIRECT HIRE AUTHORITY

1. SEC. 424. (a) The Secretary of Agriculture may appoint, without regard to the provisions of subchapter I of chapter 33 of title 5, United States Code, other than

*sections 3303 and 3328 of such title, a qualified candidate described in subsection (b) directly to a position with the United States Department of Agriculture, Forest Service for which the candidate meets Office of Personal Management qualification standards.*

*(b) Subsection (a) applies to a former resource assistant (as defined in section 203 of the Public Land Corps Act (16 U.S.C. 1722)) who—*

*(1) completed a rigorous undergraduate or graduate summer internship with a land managing agency, such as the Forest Service Resource Assistant Program*

*(2) successfully fulfilled the requirements of the internship program; and*

*(3) subsequently earned an undergraduate or graduate degree from an accredited institution of higher education.*

*(c) The direct hire authority under this section may not be exercised with respect to a specific qualified candidate after the end of the two-year period beginning on the date on which the candidate completed the undergraduate or graduate degree, as the case may be.*

*Note 1: Provides the Forest Service with authority similar to the Department of the Interior.*

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**Forest and Rangeland Research**

Appropriation	Forest and Rangeland Research				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest and Rangeland Research					
Annual Appropriations	\$296,000	\$291,000	\$291,982	\$982	0%
<b>Forest and Rangeland Research Total</b>	<b>296,000</b>	<b>291,000</b>	<b>291,982</b>	<b>982</b>	<b>0%</b>
Annual Appropriations FTEs	1,810	1,810	1,810	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>1,810</b>	<b>1,810</b>	<b>1,810</b>	<b>0</b>	<b>0%</b>
Forest and Rangeland Research					
Wildland Fire & Fuels R&D	22,160	21,179	20,786	-393	-2%
Invasive Species R&D	35,106	33,551	32,927	-624	-2%
Recreation R&D	4,423	4,228	4,149	-79	-2%
Resource Management & Use	93,382	89,250	87,589	-1,661	-2%
Water, Air & Soil R&D	35,389	33,824	33,195	-629	-2%
Wildlife & Fish R&D	27,128	25,928	25,446	-482	-2%
Inventory & Monitoring R&D	78,412	83,040	84,890	1,850	2%
Extramural Research Support					
Joint Fire Science Program (JFSP) <sup>9</sup>			3,000	3,000	100%

**Performance Measure**

**Accomplishment and Targets (1)**

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Forest and Rangeland Research</b>						
Customer satisfaction index score for R&D	79	79	79	76	79	76
Number of patent applications filed (5-year rolling average)	12	10	0	12	0	0
Patent licenses executed on a 5 year rolling average	0	2	2	2	2	2
Science Delivery Products	0.0	429.0	429.0	442.0	486.0	486.0
Percent of Nation with accessible FIA data	96.0%	98.0%	98.0%	98.0%	100.0%	100.0%
Quality Science Index - peer-reviewed fire science publications per scientist year on a 3-year rolling average	3.0	3.4	3.0	4.2	3.0	3.0
Output Efficiency Index - total fire science products per scientist year on a 3-year rolling average	4.0	4.5	4.5	5.2	4.5	4.5
Invasive species tools developed, delivered and used on a 5-year rolling average	193	169	173	258	173	190

- (1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.
- (2) During 2015 it was discovered that the value reported for the Science Delivery Products measure in 2014 had been transposed with those for another measure. The values in this document are correct.

<sup>9</sup> The table total includes \$3,000,000 of Research funds that will support the Joint Fire Science Program.

## Forest and Rangeland Research Overview

The FY 2017 President's Budget proposes \$291,982,000 for Forest and Rangeland Research, an increase of \$982,000 from the FY 2016 Enacted Budget. Funding supports key research associated with the Priority Research Areas and Strategic Program Areas. It includes \$77,000,000 for the Forest Inventory and Analysis (FIA) program. Also, \$3,000,000 will be transferred from the Forest and Rangeland Research allocation to the Joint Fire Science Program (JFSP) budget line item to support fire science research. The Joint Fire Science Program is described in more detail in the Wildland Fire Management chapter. This transfer will result in an effective decrease of \$2,000,000 from the FY 2016 Enacted Budget.

The Administration has worked this year to analyze and develop a strategy to address catastrophic fire risk. There are three main challenges that require a comprehensive plan of action to fully address this risk. The first challenge is to provide a stable source of funding for wildland fire suppression while minimizing destabilizing transfers from non-fire programs. The second is to increase the capacity for active management of Federal lands. Increased land management activities will have many benefits, including a reduction in wildland fire risk, improved fire fighter safety, improved water quantity and quality, and enhanced carbon sequestration. The third challenge is for non-Federal land managers, including private land owners, to implement actions to reduce the risk of fire and increase the resilience of these lands to fire. We have prioritized our most important activities to maximize the Forest Service's ability to address the three main challenges with wildland fire.

The Forest and Rangeland Research appropriation provides funds to develop and deliver knowledge and innovative technology, to reduce risk, and improve the health and use of the Nation's forests and rangelands in public and private lands. Forest Service Research and Development (Forest Service R&D) conducts research across all forest ownerships and across the landscape continuum, from wilderness to urban areas. Research conducted by Forest Service R&D informs policy and land-management decisions that improve the health and use of the 193 million acres of national forests and rangelands, and non-Federal forested lands including 423 million acres of privately-owned forests, 69 million acres of State forests, 18 million acres of Tribal forests, and over 130 million acres of urban and community forests.

Forest Service R&D efforts provide scientific information and new technologies to support sustainable management of the Nation's forests and rangelands. These products and services increase the basic biological, physical, and applied knowledge of the composition, structure, and function of forest, rangeland, and aquatic ecosystems. Forest Service R&D is federally mandated to provide new knowledge and technologies to foster healthy watersheds, sustainable forest products, wildlife protection, outdoor recreation opportunities, robust urban ecosystems, and other benefits, across all Territories and States (including both Federal and non-Federal lands) benefiting rural and urban communities. The knowledge and information gained from this research benefits the American public by improving the health and quality of life of communities by providing protection from fire, improving water and air quality, and a variety of other ecosystem services.

Forest Service R&D provides the basic and applied science that bolsters the agency's efforts to promote resilient forests and sustainable communities that can adapt to forest threats such as

climate change, fire, and insect and disease infestations. Our efforts are important contributors to the USDA Interagency Climate Change Initiative and Priorities. Together with other agency deputy areas and covering multiple staffs, Forest Service R&D contributes to the eight restorative action areas. The eight areas are: science delivery and adoption, biomass use, Forest Inventory and Analysis, fuels density reduction, watershed restoration, open space connectivity, stressor management, and restoration/recovery. These areas are identified as critical in helping create resilient forests that are adaptive and mitigate climate change.

The Forest Service R&D program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change while enhancing our water resources. Additionally, the Forest Service R&D program supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems; mitigating wildfire risk; conserving open space; delivering benefits to the public by developing new markets for forest products and applying knowledge globally by delivering the state of the knowledge through technology transfer products and applications.

### **Strategic Program Areas**

The Forest Service R&D program structure has two integrated components: Priority Research Areas and Strategic Program Areas. To address emerging needs and agency priorities, Forest Service R&D funds the Priority Research Areas from across the Strategic Program Areas including Wildland Fire and Fuels; Invasive Species; Recreation; Resource Management and Use; Water, Air, and Soil; Wildlife and Fish; and Inventory and Monitoring. The seven Priority Research Areas are: Forest Inventory and Analysis; Forest Disturbance; Watershed Management and Restoration; Bioenergy and Biobased Products; Urban Natural Resources Stewardship; Nanotechnology; and Localized Needs Research. The Priority Research Areas are described in detail in the latter half of this chapter, following the Priority Research Areas and Strategic Program Area Matrix Funding Table. The following section displays information for each Strategic Program Area.

### **Wildland Fire and Fuels Research & Development (R&D)**

#### **FY 2017 Program Changes**

The FY 2017 President's Budget includes \$20,786,000, for wildland fire and fuels research, a decrease of \$393,000 from the FY2016 Enacted Budget.

Wildland Fire and fuels research will focus on priority research areas to include identifying the factors affecting fire size, severity, and frequency; fire impacts on forested ecosystems; improving the understanding and tools related to fire emissions; smoke forecasting; and real-time reporting. Traditional fuels characterization and modeling research will be reduced.

#### **Past Performance**

Analyzing data from 1979 to 2013, Forest Service researchers found that while fire seasons are not getting consistently longer everywhere, unusually long fire seasons have been more frequent across much of the globe, even in areas such as Australia and the boreal forests around the globe.

The researchers identified climate change as the driving factor in longer fire seasons, and not changes in vegetation or sources of ignition. This information can help managers plan for extended fire seasons and mitigate increased wildfire potential through climate adaptation practices.

Forest Service scientists developed a new assessment approach to strengthen local planning efforts and better prioritize investments in fuels reduction to mitigate wildfire risk on Federal lands near high-risk communities. Their work combined social science information on potential risk mitigation activities on the part of private landowners with biophysical information on the risk of fire transmission, allowing researchers to identify the sources of wildfire exposure to communities. The Forest Service’s State and Private Forestry Washington Office and Pacific Northwest Region have funded pilot studies to apply this approach in more than 120 communities in the western United States. This work will directly aid in the implementation of the National Cohesive Wildland Fire Management Strategy (Cohesive Strategy) at regional scales.

The phrase “spreads like wildfire” is well-known, but until recently, scientists did not know how wildfires actually spread. The research allows us to: (1) improve fire fighter safety by providing better training to recognize and anticipate wildfire behavior; (2) develop prediction models based on sound physical principles; and (3) improve our mitigation strategies by accurately modeling and describing fuel contribution to wildfires.

To assess the long-term effectiveness of mechanical and fire-only hazardous fuel treatments, Forest Service researchers evaluated surface fuel load, vegetation cover, and forest structure before and after treatments across 11 national forests in California. Treatments that used prescribed fire only required additional treatments after eight years to reduce accumulating fuel, understory vegetation and small-diameter trees. Study results show that mechanical treatments were generally more effective than fire-only treatments for forests in the study area. But, by adding prescribed fire to the mechanical treatments would provide further benefits in terms of fuels reduction and the restoration of fire as an ecological process.

**Quantifying Impact of Wildland Fires on Particulate Matter in Central California**



As California's climate warms and wildfires increase in frequency and severity, forest managers and policy makers need to understand the impacts of smoke from wildland fire on air quality. This is particularly true in regions such as Central California where densely populated areas are adjacent to forest lands that are prone to frequent fires. However, assessing impact of wildland fire on air quality is difficult because of the many variables that affect the transport of smoke. Using real time smoke data, from satellites and ground monitoring stations, researchers found that, even though significant effects of wildfires on air quality occurred when large smoke plumes were close, fires in most years had no significant impact on overall compliance with EPA standards. On average, anthropogenic sources of air pollution appear to be much more significant.

## Program Overview

The Wildland Fire and Fuels strategic program area provides the knowledge and tools needed to help reduce the negative impacts and enhance the beneficial effects of wildland fire on people and the environment. Research portfolios include physical fire science, fire ecology and fuels, smoke and emissions forecasting, human dimensions of fire, and integrated science and fire management decision support systems. This program area focuses on three main objective areas articulated in the Cohesive Strategy: (1) restoring resilient landscapes; (2) establishing fire adapted human communities; and (3) responding to wildfires safely and effectively. Outcomes from the program's work include improved ability across organizations to: protect lives, homes, and infrastructure; manage fire-impacted natural resources; sustain carbon storage; and promote the health of America's forests and grasslands.

## Invasive Species R&D

### **FY 2017 Program Changes**

The FY 2017 President's Budget includes \$32,927,000 for invasive species research, a decrease of \$624,000 from the FY2016 Enacted Budget. At this level, Forest Service R&D will address priority research areas, including the introduction and spread of non-native species, and maintain research on established indigenous species.

The emerald ash borer is spreading rapidly and threatens all native ash trees in North America. A number of Forest Service R&D studies have focused on stopping emerald ash borer spread and ameliorating its impact. After monitoring areas long-infested by the emerald ash borer, Forest Service researchers discovered a small number of trees (less than 1 percent) had survived an attack by emerald ash borers. Further analysis of grafted branches from the surviving trees revealed several mechanisms that may be responsible for emerald ash borer resistance. Careful selection and breeding of these trees may lead to even larger increases in resistance by combining the different defense responses. Clones of over 40 surviving ash trees are being propagated in order to test their emerald ash borer resistance.

Along with insect pests, disease pathogens constitute another major threat to trees in the United States. An example is myrtle rust disease, which originated in Brazil but is now spreading to eucalyptus and related trees around the world. The work has important implications for trade regulations and forest management in affected areas, including Hawaii where the myrtle rust pathogen has been recently introduced and threatens the native ohia tree, a major component of Hawaii's native forest.

Sagebrush ecosystems are highly imperiled due to persistent threats such as invasive annual grasses, pinyon and juniper expansion, and altered fire regimes. Forest Service scientists have developed management guides and associated planning tools for selecting appropriate treatment and restoration strategies for sagebrush and piñon-juniper ecosystems. The management guides use six key components to rapidly evaluate resilience to disturbance, resistance to invasive annual grasses, and plant community succession following wildfires and management treatments. This approach is being widely adapted by managers seeking to increase treatment effectiveness.

Program Overview

The invasive species strategic program area provides the information and technology needed to reduce or eliminate the spread and impact of invasive species, and to restore ecosystems affected by these species. This research focuses on non-native plants, animals, and diseases whose introduction may cause adverse economic or environmental consequences. Natural resource managers use Forest Service R&D technology and knowledge to prevent, detect, and manage important invasive species. Investment in research and technology benefits forest and rangeland health by improving on the ground operations aimed at controlling key invasive species and restoring impacted ecosystems.

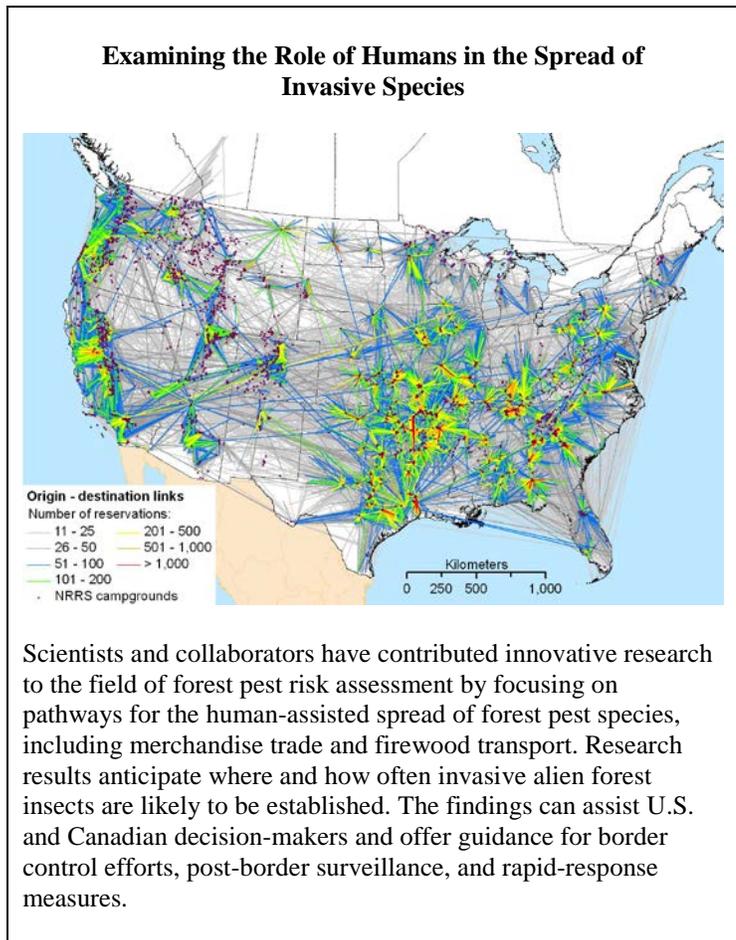
**Recreation R&D**

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes \$4,149,000 for recreation research, a decrease of \$79,000 from the FY 2016 Enacted Budget.

**Past Performance**

Forest Service scientists investigated the impacts on recreation values in the San Jacinto Wilderness in southern California from the closure of trails due to high intensity wildfires. The benefits of landscape protection were estimated using economic modelling techniques in combination with survey data of backcountry visitors. Recreation values can be substantial for some of the hiking trails; for complete trail closure due to high intensity wildfires, researchers estimated total seasonal wilderness recreation losses for the San Jacinto Wilderness at \$3.7



million. These results highlight the importance of this resource for visitors and can help fire managers plan more efficient fire management strategies that take into account user values.

### Program Overview

The Recreation strategic program area is focused on understanding and increasing knowledge about a wide variety of outdoor environments, activities, and experiences that connect people with the natural world. The program pre-examines social and economic changes such as population growth, increased population diversity and mobility, globalization, changing values, and urbanization that alter recreation preferences, use patterns, and opportunities. Catastrophic events such as fire and flooding that impact outdoor recreation activities are also studied. This program area develops the knowledge and tools to address these complex issues and to inform management decisions that maintain and improve outdoor recreation opportunities for current and future generations while sustaining healthy ecosystems and economies.

### Resource Management and Use R&D

#### **FY 2017 Program Changes**

The FY 2017 President's Budget includes \$87,589,000 for Resource Management and Use Research, a decrease of \$1,661,000 from the FY 2016 Enacted Budget. Funding will be directed within the Resource Management and Use Research and Development program area to maintain focus and progress in the highest priority research. These high priority research areas include research on integrated management and production systems, sustainable bioenergy production, nanotechnology, urban sustainability and natural resource stewardship, and restoration and climate adaptation research.

#### **Past Performance**

Severe wildfires create pulses of dead trees that influence future fuel loads, fire behavior, and fire effects. Harvesting fire-killed trees may reduce future surface woody fuels and related fire hazards, but the magnitude and timing of post-fire logging effects on woody fuels have not been fully assessed. Forest Service scientists sampled surface woody fuels in Washington and Oregon forests that had burned between 1970 and 2007. Study results indicate that post-fire logging can significantly reduce future surface woody fuel levels in forests regenerating following wildfires depending on forest characteristics and the post-fire logging techniques used. Study results have direct implications for post-fire management decisions and predicting fire behavior in burned-over areas. <http://www.treesearch.fs.fed.us/pubs/48822> .

Sugar maple provides maple syrup. The species is present throughout much of eastern North America, but its future range under climate change is expected to constrict and move northward. Forest Service researchers estimated potential changes in syrup production in three states (Vermont, Wisconsin, and Kentucky) for three future dates (2040, 2070, 2100), and across two climate change scenarios (mild and harsh). Based on the likelihood of changes in sugar maple distribution and syrup production, scientists estimated the additional number of taps required to equal 2012 syrup production for each state, date, and scenario. For example, Vermont (the Nation's largest producer) would need 88 percent more taps by 2100 under the harsh scenario, representing an 88 percent increase in taps and nearly \$17 million in additional spending. These

results demonstrate the linkages between climate change, forest conditions and an important forest products industry. <http://www.treesearch.fs.fed.us/pubs/45664>

Over 50 million tons of plastic resins are used annually in the United States to manufacture products for a variety of end uses, including packaging, building materials, vehicles, furniture and furnishings, and electronics and electrical devices. Forest Service scientists have devised a new method of mixing wood-based cellulose nanocrystals (CNCs) with plastics, resulting in significantly improved durability and other performance characteristics. Together these attributes demonstrate that CNCs make attractive “green filler” for polymer composites. The addition of renewable CNCs to these polymers could open a vast new market for forest-based materials while simultaneously reducing oil consumption.

Ongoing land management and consequent land-use changes at large scales may have unintended effects on ecosystem functioning and sustainability. These effects can include a reduction in the capacity of forests to resist insect outbreaks and to avoid the associated major ecological and economic consequences. A Forest Service scientist led an international team to investigate how different historic forest management practices have affected spruce budworm outbreaks in a large “experimental landscape” spanning the U.S.-Canadian border. Their results show the strongest evidence to date that human-caused changes to forest landscapes affect the intensity and consequences of forest insect outbreaks at broad spatial scales. The resulting understanding can help improve predictions of the nature and extent of insect outbreaks in the future.

### Program Overview

The Resource Management and Use strategic program area provides the scientific and technological base to sustainably manage and use forest resources and forest fiber-based products. Forest products used for timber, medicinal purposes, food, and other products contribute to local economies and the management of our Nation’s forests while also providing an assortment of ecosystem services including clean air and water. Critical Forest Service research in this area includes plant science, soil science, silviculture, social science, productivity, forest and range ecology and management, forest harvesting and operations, forest and biomass products and utilization, economics, urban forestry, climate change, and nanotechnology. The benefit of this program area helps ensure our Nation’s forests remain a sustainable asset in achieving domestic energy security, economic opportunity, environmental quality, and quality of life experiences for the public.

### Water, Air, and Soil R&D

#### **FY 2017 Program Changes**

The FY 2017 President’s Budget includes \$33,195,000 for water, air, and soil research, a decrease of \$629,000 from the FY 2016 Enacted Budget. Funds will be focused toward research in support of watershed restoration, soil conservation during road decommissioning, and air quality research in support of forest health management. The Forest Service is committed to producing the science and delivery to support high quality water, air, and soil resources.

## Past Performance

Recognizing that properly functioning soil is a prerequisite for the health of all forested ecosystems, the Long-Term Soil Productivity Study was conceived in the 1980s by a consortium of concerned U.S. and Canadian scientists. The scientists designed and installed a common experiment at more than 100 sites throughout the two countries to test the resilience of soils and forests following moderate-to-severe disturbance. A series of treatments on clear-cut land included combinations of soil compaction and partial or complete removal of nutrient-rich surface organic residues. By 2015, most study sites in California had reached the 20-year mark, and study findings from these sites provided evidence of unanticipated levels of forest soil resilience and recovery. Diagnostic soil properties such as carbon storage, nutrient content, root penetration, and water and air movement did not differ dramatically among treatments, and tree growth was relatively unaffected. These findings demonstrate that soil functions can remain robust following a one-time forest harvest disturbance of considerable severity.

<http://www.treesearch.fs.fed.us/pubs/40791>;  
<http://www.treesearch.fs.fed.us/pubs/48539>

Smoke from prescribed fires in the Deschutes National Forest in Oregon has negatively affected the city of Bend nine times over the past two years. These smoke events threaten the ability of land managers to use prescribed burning as a tool to mitigate hazardous fuels in the wildland urban interface. Forest Service scientists partnered with the Deschutes National Forest to better understand when and how these smoke intrusions occur. This study will help forest managers better plan prescribed fire applications and their timing in order to minimize adverse smoke affects in the study region and elsewhere.

Drought conditions influence forest composition directly by limiting water availability, or indirectly by intensifying other stressors that affect trees. Research on the spatial patterns of forest composition in the eastern United States and drought tolerance levels among species helps to better predict the impacts of recent and expected trends in drought conditions. Using habitat suitability models from the Forest Service Northern Research Station's Climate Change Atlas, Forest Service researchers assessed community assemblages of eastern United States tree species and their drought tolerance characteristics. The scientists then examined recent drought conditions in relation to the spatial distribution of species and their tolerance to drought. This

### Forest Cover Plays a Critical Role in Regulating Streamflow in Piedmont Region of the Carolinas



The Carolinas have a long history of forest hydrology research, but little is known about the impacts of forest harvesting on streamflow in the rapidly urbanizing Piedmont region of North and South Carolina. As part of a six-year study, Forest Service researchers found that forest vegetation plays a more significant role in affecting streamflow in the Piedmont than in the mountains and coastal plain due to the region's topography and climatic conditions. Specifically, the amount of water in study streams tripled following forest clearing, suggesting that when converted from forests to urban lands, watersheds in the Piedmont might be more prone to high flows or flooding than elsewhere in the region.

research provides land-owners and managers with information about long-term trends and seasonal timing in drought conditions and the current sensitivity of forests and their composite species to these conditions.

Forest Service scientists collaborated with the National Forest System Air Resource Management program to develop the Air Quality Portal, a web-based decision support system based on the best available science to guide forests through air quality assessments. Phase I of the Air Quality Portal helps ensure that National Forest System planners understand the concept of critical loads (or air pollution thresholds), allowing for appropriate incorporation of critical loads/exposures and target loads/exposures into Forest Plan Revisions to meet the intent of the 2012 Planning Rule. Phase II of the Air Quality Portal is now being constructed to refine the data and information currently available, and it will expand available guidance to support other aspects of air quality-related Planning Rule directives. The Air Quality Portal also helps Air Quality Specialists meet provisions governing Class I Wilderness Areas in the Clean Air Act. <http://www.srs.fs.usda.gov/airqualityportal/>.

### Program Overview

The Water, Air, and Soil Strategic Program Area enables the sustainable management of these essential resources by providing information on how forests can support clean air and drinking water, and on how to improve our ability to adapt to climate variability and change. The program area takes an integrated approach to studying ecosystem services associated with air, water and soil resources. We pay particular attention to the effects of climate variability and change on water budgets. This research benefits managers and policymakers by providing the scientific information and tools needed to address critical issues on an all-lands basis.

### **Wildlife and Fish R&D**

#### **FY 2017 Program Changes**

The FY 2017 President's Budget includes \$25,446,000 for Wildlife and Fish Research, a decrease of \$482,000 from the FY 2016 Enacted Budget. The Budget will support priority research including climate change adaptation, habitat restoration strategies, and innovations in inventory and monitoring. Wildlife and fish research is vital in informing high priority conservation efforts such as managing for resilient populations of cold water fishes, restoring sage grouse habitat, managing habitat of elk and mule deer, and slowing the spread of white-nose syndrome in bats. Results of this research include improved allocation of restoration dollars, increased resilience of valuable fish and wildlife resources, and support of the 2012 Planning Rule.

## Past Performance

Forest Service scientists are leading the development of a national Experimental Forests and Ranges “Smart Forests” Network. This network of wired forests uses digital environmental sensors, wireless communications, and new data visualization programs to create a powerful integrated research and monitoring program. Smart Forest technology has been deployed by Forest Service scientists at 10 sites in the northeast, with more coming on-line in 2016. Key components of the Smart Forest Network include: (1) a common suite of sensors for biological, physical, and chemical measurements; (2) real-time data delivery to a single web access point; and (3) interactive data visualizations and content for scientists, educators, and the public.

[http://www.nrs.fs.fed.us/sustaining\\_forests/monitoring\\_assessment/smart\\_forests/](http://www.nrs.fs.fed.us/sustaining_forests/monitoring_assessment/smart_forests/).

The marbled murrelet is listed as threatened under the U.S. Endangered Species Act and its conservation is a key objective for the northwest Forest Plan. Forest Service scientists have monitored the species for 20-years, and have recently completed studies that show that population size has declined in Washington, but that there is no evidence of declining trends in Oregon and California. Total amount of nesting habitat has declined over the past 20 years of monitoring; more so on non-Federal land, and within Federal lands, 90 percent of suitable nesting habitat occurs within reserved land allocations. Results are being shared with the National Forest System and other land managers to evaluate whether the Northwest Forest Plan is achieving its objectives. The Washington Department of Natural Resources also is using results to inform development of a long-term conservation strategy for marbled murrelets on State lands.

Forest Service scientists, in collaboration with an array of partners, conduct a broad range of research in support of sage grouse conservation and sagebrush-steppe management. The 2015 accomplishments include: (1) quantifying the effectiveness of post-fire restoration activities (seeding) for sage-grouse conservation in the Great Basin; (2) developing approaches to reduce the impact of invasive grasses and altered fire regimes in sage grouse habitats; (3) using molecular genetics to better understand the relationship between sage grouse sub-populations; and (4) producing a guide for sagebrush habitat restoration using projections of contemporary and future microclimates. These, and related research outputs, will assist land managers in conserving sage grouse populations and their habitats.

Cave-dwelling bat populations in the East and Midwest are declining drastically due to the expansion of white-nose syndrome, a fungal disease infecting hibernating bats. With these declines come the loss of important ecosystem services, including the bats’ voracious

### Using Science to Protect Bull Trout



The bull trout is an ESA-listed endangered species critical to the health of many aquatic ecosystems in the Northwestern States. The species relies on cold stream environments and is expected to decline with climate change. Forest Service researchers “crowd sourced” hundreds of biologists, using their raw data to build a habitat prediction database and model that can be used to efficiently target conservation efforts. Next steps include using environmental DNA (eDNA) to identify trout locations and habitat ranges.

consumption of mosquitoes and other insects. In 2015, Forest Service researchers completed a study on the related bacterium and they tagged then released bats for monitoring over the coming winter (2015-2016). A broader effort, undertaken in collaboration with other Federal agencies, is underway to develop a statistically rigorous and coordinated bat monitoring program that will contribute to determining the impacts of the many stressors on bat populations, as well as determining the best management actions to conserve bat species.

### Program Overview

The Wildlife and Fish Strategic Program Area provides knowledge and tools to sustain the health, diversity, and productivity of aquatic and terrestrial animals on the Nation's forests and grasslands. Through interdisciplinary research, science delivery, and science-management partnerships, Forest Service R&D wildlife and fish research serves restoration and conservation efforts across large landscapes and watersheds, and facilitates the management of wildlife and fish under current and future environmental disturbances such as drought, fire, and invasive species. Forest Service R&D wildlife and fish scientists create innovative protocols for the inventory and monitoring of fish and wildlife populations and their habitats, and they develop strategies to meet the growing demand for water, energy, and other forest- and grassland-based commodities while ensuring the sustainability and diversity of terrestrial and aquatic species and ecosystems.

### Inventory and Monitoring R&D

#### **FY 2017 Program Changes**

The FY 2017 President's Budget includes \$87,890,000 for inventory and monitoring research, an increase of \$4,850,000 from the FY 2016 Enacted Budget. Inventory and Monitoring is comprised of Resource Data and Analysis and Forest Inventory and Analysis (FIA).

At the FY 2017 Budget level, the capacity for Resource Data and Analysis to develop new tools to assess the current status and trends of forests will be increased. The FIA program will continue to implement the annualized inventory program in all 50 States (including interior Alaska), the affiliated Pacific Islands, Puerto Rico, and the U.S. Virgin Islands. The re-measurement cycle will be at a 7-year level in the east and a 10-year in the west, with an option for enhanced State contributions to achieve a 5-year cycle.

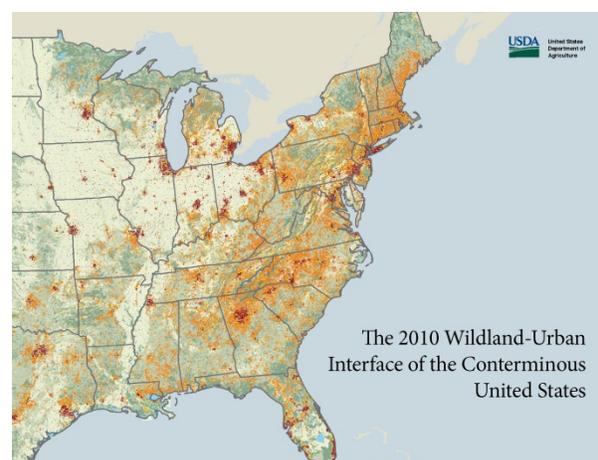
As we continue with national implementation of the program, there may be some delay in the full inclusion of parts of interior Alaska. However, continued funding in the Resource Data and Analysis allocation will provide for improved base measurements and research capacity including the improved estimation of the forest carbon inventory, land cover and land use measurements, and timber products output data. Each of these improvements enhances FIA’s ability to deliver assessment of carbon fluxes within forest over time and across land uses. This information is a cornerstone of the President’s Climate Action Plan.

Consistent with the FY 2016 Enacted Budget, the FY 2017 President’s Budget transfers funding for the Forest Resources Information and Analysis program, historically funded through the State and Private Forestry appropriation, to the Forest and Rangeland Research appropriation. This funding (\$4,660,000 in FY 2013) is utilized to develop partnerships with State agencies to achieve program goals. Leveraging funds from State forestry agencies will allow for the continued delivery of a 5-year re-measurement cycle within participating States. Forest Service R&D will continue to work closely with the States and other partners to achieve the FIA mission.

**Past Performance**

In FY 2015, FIA partnered with the National Aeronautics and Space Administration and the State of Alaska to stage implementation of a multi-year plan for inventorying the 115 million acres of forests in the interior of Alaska. The initial measurements include the use of lidar and multi-spectral images on a series of flight lines in the Tanana Valley. This initial developmental inventory consists of field measurements on 100 plots that are paired with the systematic flight lines. Initial inventory estimates are expected in a February-March, 2016 timeline. Implementation of interior Alaska will complete the full national coverage for the U.S. After the Tanana unit is completed, the next interior unit to be surveyed is the Porcupine which is due north of the Tanana. Significant bioenergy interest among native Alaskans exists in the Porcupine and the State Forester is partnering to deliver FIA throughout Alaska. FIA is currently poised to complete the Tanana and begin the Porcupine unit. FIA is collecting annual data in all 50 states. FIA measured 14 percent of the national base grid (permanent plots), and performed on site Quality Assurance on approximately 8 percent of all annual measurements.

**Maps Depict the Wildland-Urban Interface across the United States**



Wildland-urban interface (WUI) areas, where houses and other development meet or mix with undeveloped natural areas, are places of transition, change, and great fire danger. New U.S. Forest Service research products provide visually-appealing, high-resolution maps of wildland-urban interface (WUI) areas across the United States. A user-friendly book displays state maps that are easy to understand. The underlying data sets are also available on-line for those who want to do fine-grained analysis of WUI locations at the state or local level.

State Partner contributions (cash and in-kind) continued at approximately \$7.8 million which is down from a record high of \$10 million in 2012. However, the \$7.8 million level is in keeping with the running average of the previous five years. This is impressive and is in keeping with congressional direction to work with States and other partners in delivering the FIA program.

FIA delivered annual data on time and in FY 2015 was maintained at 98 percent (49 States online). Hawaii and interior Alaska do not have current data in the online database. These data supplied information for 586 spatial data requests and 186,175 online data requests of all types.

User group meetings are of critical importance for the program to ensure that we are providing the highest quality science and service. In 2015, FIA held six regional and one national users' group meeting to gauge how well the program is meeting the goals of partners and to incorporate partner input and needs into the current Strategic Plan.

The FIA Strategic Plan was delivered to Congress in March, 2015. The plan covers implementation of interior Alaska and partnerships with State Foresters to complete a five year measurement cycle for the east and 10-year measurement cycle for the west. The plan emphasizes enhancements to rapid measurement of forest land use change, annual forest products measurement and reporting, improved biomass and carbon estimation, implementation of urban FIA and broader participation in the national woodland ownership survey.

Urban FIA has been implemented in Baltimore, MD and Austin, TX in FY 2015. FIA is working with the Forest Service's chief urban scientists on urban resource methods and environmental services valuation. FIA is integrating the best of the i-Tree urban forest inventory tool with the robustness of FIA methodology to provide for a seamless integration of forest sampling and information across the transition from rural to urban treed lands. Several cities and States (Texas, Wisconsin, Rhode Island and Maryland) have been vanguards in deployment of urban FIA. Texas is working with FIA to add Houston in FY 2016. Wisconsin is working with FIA to add Madison and Milwaukee in FY 2016.

### Program Overview

The Inventory and Monitoring Strategic Program Area enhances the use and value of our Nation's forests and grasslands by providing the resource data, analysis, and tools needed to assess current status and trends of forests; management options and impacts; and threats from fire, insects, disease, and natural processes. Assessing current and potential effects of climate change depends on monitoring those forest ecosystems at greatest risk to rapid change.

National, State, and local policy makers, universities, businesses, Tribal governments, national forests and other natural resource agencies, interest groups, and many others depend on our models, information, and data for timely, scientifically credible assessments about our forests. An important component of Inventory and Monitoring is the FIA program. The FIA program has been the Nation's forest census since 1930. The program collects, analyzes, and reports on the status and trends of America's forests, documenting how much forest exists, where it exists, who owns it, and how it is changing. Benefits derived from FIA include evaluation of wildlife habitat conditions, assessing sustainability of current and anticipated ecosystem management practices,

monitoring forest health, supporting planning and decision-making activities undertaken by public and private enterprises, and anticipating climate change impacts to forests.

### Customer Satisfaction

The Customer Satisfaction Index is a weighted average of survey questions that measure: overall satisfaction; satisfaction compared to expectations; and satisfaction compared to an “ideal” organization. This survey is conducted every three years and provides a snapshot indication of customer satisfaction for Forest Service R&D in its entirety and not for any specific Strategic Program Area or Priority Research Area. The model weighs each question in a way that maximizes the ability of the index to predict changes in agency satisfaction. It is the only uniform, cross-industry/government measure of customer satisfaction. The index is reported as an average score for each organization on a scale of 0 (poor) to 100 (excellent). The Customer Satisfaction Surveys help Forest Service R&D achieve its strategic and tactical goals by identifying key drivers of satisfaction by users of our products and services. Also, they evaluate performance and identify significant changes from previous surveys, and provide recommendations on how to improve satisfaction. The most recent survey was conducted in FY 2015, in which Forest Service R&D received a score of 76. This represents a 3 point decline from the previous survey in 2012, but this is consistent with a government-wide decline noted by the surveying agency, and it is still above the baseline score of 72 from the initial survey in 2006. Also, the index for Forest Service R&D is well above the aggregate score (66) for all Federal agencies.

The survey used six drivers of customer satisfaction in the analysis: Products, Services, Accessibility, Communications, Relevance and Quality, and Staff. The 2015 survey showed that the highest customer satisfaction driver continued to be the category “Staff” with a score of 92.

The “Staff” driver measures courtesy, responsiveness, and influence of personnel. Also, a relatively high score for “Products” shows that Forest Service R&D science products are considered scientifically sound and authoritative, and this had a high impact on customer satisfaction. Customers were particularly pleased with the subject matter knowledge of R&D personnel (89) and their ability to answer questions (87).

In a previous Customer Satisfaction Survey “Accessibility” to Forest Service R&D products did not score well, but since that time, the Research Information Tracking System has improved the search capabilities for publications, and “Accessibility” no longer detracts from customer satisfaction with R&D products.

The most recent Customer Satisfaction survey identified “Relevance and Quality” as the driver with the most impact on Customer Satisfaction in 2015. R&D is addressing this deficiency by working to provide more detailed and actionable solutions and by making products easier to understand. “Communication” remains one of the lowest rated components of satisfaction for Forest Service R&D, but a recent focus by Forest Service R&D on improving science delivery is expected to improve satisfaction in communication, relevance and quality. Forest Service R&D recently launched two performance metrics for science delivery to maintain focus on this important component of communication.

**Forest Service Research and Development Program Overview**

Forest Service R&D provides scientific information and new technologies to support sustainable management of the Nation’s forests and rangelands. These products and services increase the basic biological and physical knowledge of the composition, structure, and function of forest, rangeland, and aquatic ecosystems. Forest Service R&D is federally mandated to provide new knowledge and technologies to foster healthy watersheds, sustainable forest products, wildlife protection, outdoor recreation opportunities, robust urban ecosystems and other benefits across all Territories and States (including both Federal and non-Federal lands). Research is conducted at five research stations, the Forest Products Lab, and the International Institute of Tropical Forestry located in Puerto Rico. There are approximately 500 scientists at 67 sites located throughout the United States. In addition, Forest Service R&D maintains 81 experimental forests and ranges across the Nation, which serves as sites for most of the agency’s long-term research.

The following table illustrates the cross-disciplinary nature of most priority research areas and the balance of funding between national and localized research.

**FY 2017 Priority Research Areas and Strategic Program Areas Matrix Funding Table**

(dollars in thousands)

Priority Research Areas	Strategic Program Areas							Total
	Fire	In-vasives	Rec-reation	Resource Mgmt. & Use	Water, Air, & Soil	Wildlife & Fish	Inventory & Monitoring	
<b>Forest Disturbances</b>	\$277	\$188	\$0	\$14,588	\$1,906	\$2,987	\$5,104	\$25,050
<b>Forest Inventory and Analysis</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$77,000	\$77,000
<b>Watershed Mgmt. and Restoration</b>	\$1,745	\$1,134	\$0	\$2,812	\$9,198	\$5,670	\$863	\$21,422
<b>Bioenergy and Biobased Products</b>	\$231	\$91	\$0	\$10,827	\$231	\$0	\$322	\$11,702
<b>Urban Natural Resource Stewardship</b>	\$436	\$0	\$1,969	\$1,033	\$1,308	\$0	\$872	\$5,618
<b>Nano-technology</b>	\$0	\$0	\$0	\$4,318	\$0	\$0	\$0	\$4,318
<b>Localized Research</b>	\$18,097	\$31,514	\$2,180	\$54,011	\$20,552	\$16,789	\$729	\$143,872
<b>Subtotal</b>	\$20,786	\$32,927	\$4,149	\$87,589	\$33,195	\$25,446	\$84,890	\$288,982

Priority Research Areas	Strategic Program Areas							Total
	Fire	In-vasives	Rec-reation	Resource Mgmt. & Use	Water, Air, & Soil	Wildlife & Fish	Inventory & Monitoring	
Extramural Research Support (JFSP)	0	0	0	0	0	0	3,000	3,000
<b>Total</b>	\$20,786	\$32,927	\$4,149	\$87,589	\$33,195	\$25,446	\$87,899	\$291,982

**Priority Research Areas**

Forest Disturbances - \$25,050,000

This research area provides managers and policy makers with scientific information and tools to anticipate and respond to the impacts of a changing climate and other disturbances on forests and rangelands. The program strategy focuses on predicting impacts on ecosystems and providing the research that will lead to: enhanced ecosystem sustainability (adaptation); increased carbon sequestration, reduced emissions, and product substitution, including biofuels and wood products (mitigation); developing decision support tools; and establishing collaborations that will enhance the delivery of the science needed to manage forest and rangeland ecosystems. This information is used to develop management strategies and provide decision support tools that aid managers and policy makers in fostering resilience to current and future forest disturbances associated directly or indirectly with climate change across forest, range, and urban ecosystems. Working with the other agency deputy areas (State and Private Forestry and National Forest System) and USDA agencies (Natural Resources Conservation Service, and Agricultural Research Service), Forest Service R&D continues to provide support to the Regional Hubs for Risk Adaptation and Mitigation to Climate Change. The Hubs provide coordinated technical support to supplement USDA agriculture and land management program delivery, especially to underserved and vulnerable communities, Tribes, and individuals. The Hubs will be responsive to the information and technical needs of public and private forest landowners.

Forest Inventory and Analysis - \$77,000,000

The FIA reports on the current condition and recent trends in the area of public and private forest land in the United States. The FIA provides specific information on past, current, and projected tree numbers by species; the size and health of trees; tree growth, mortality, and harvest removals; loss of forested lands due to disturbances, such as hurricanes and wildland fires; wood production and utilization; and forest landownership. These data are essential to making sound investment decisions in forest management activities and land management planning, in ensuring the long-term health of forests, and in prolonging the availability of multiple uses from forests.

Forest Service R&D works closely with State forestry agencies and other partners to achieve the FIA mission. The FIA leverages one partner dollar for every six Federal dollars spent. Recent data show that the FIA “census for trees” program positions States and public and private landowners to implement and profit from alternative energy and ecosystem service markets focused on carbon sequestration and the conversion of woody biomass to energy. The FIA data enables the natural resource community to understand the magnitude of changes in forest conditions and trends and to make projections of future conditions - information which is vital to the long-term health of forests and the sustained availability of multiple uses from forests.

#### Watershed Management and Restoration - \$21,422,000

Adequate supplies of clean water are essential to human health and economic growth. Population growth and forest disturbances, however, are stressing surface and ground water resources. New approaches are developed to effectively manage water resources given the changing social, economic, and environmental conditions. Forest Service R&D delivers:

- best management practices for watershed management and restoration in forest, urban, and agricultural settings, which support the provision of abundant, safe drinking water;
- methods for assessing changes in watershed condition as a result of changing demographics and development pressures;
- strategies for managing both surface and groundwater resources under changing forest conditions and urbanization;
- projections of national and regional water demand and supply as affected by forest disturbances, population growth, agriculture production, energy generation, and economic development; and
- improved techniques for restoring watersheds, which will enhance overall human and ecosystem health.

#### Bioenergy and Biobased Products - \$11,702,000

Our Nation’s forests are a sustainable, strategic asset in achieving and enhancing domestic energy security, economic opportunity, environmental quality, and global competitiveness. A sustainable renewable bioenergy and biobased products sector is a growing source of jobs in the economy and contributes to energy security and greenhouse gas emissions reduction. Woody biomass is a critical renewable resource that has the potential to fulfill a significant portion of the domestic need for liquid transportation fuels, chemicals and other bioproducts, and sustainable substitutes for fossil fuel-intensive products. A robust and productive research and development program is crucial to building and sustaining this economic sector. This research provides the science and technology to sustainably produce, manage, harvest, and converts woody biomass to liquid transportation fuels, chemicals, and other high-value products. By developing cost-effective conversion processes that deliver fuel and high-value bioproducts plus efficient, high productivity biomass feedstock production and management systems, this research reduces investor risk in woody biomass projects and contributes to U.S. energy security, environmental, and economic goals (U.S. Department of Energy 2011, National Science Foundation 2008).

#### Urban Natural Resources Stewardship - \$5,618,000

Over 80 percent of the Nation's population now lives in metropolitan areas (2010 United States Census) and the number is increasing. Improving the sustainability and livability of our cities and surrounding suburbs is a long-term challenge and goal as the Nation's population becomes increasingly urban. Forest Service R&D provides leading science and new technology to improve environmental health and community well-being in urban areas. Forest Service scientists are at the forefront of urban forestry and socio-ecological research that helps cities and towns transition to a sustainable future. Critical areas of research include: urban forest structure and effects modeling, urban ecosystem health, urban watershed conservation and rehabilitation, ecosystem services valuation and assessment, urban environmental stewardship, and green infrastructure strategies and best management practices. Forest Service R&D is directing research efforts at the municipal level to provide new information and tools to help in sustainability planning. This effort involves initiating urban forest inventory work and advancing long-term, place-based, collaborative urban forest-related research in a number of cities throughout the United States.

Nanotechnology - \$4,318,000

Forest Service R&D investments in nanotechnology provide research in the production, application, and technology deployment of cellulose nanomaterials. These activities provide an opportunity to utilize wood resulting from forest restoration and fuel treatment operations. Cellulose nanomaterials are renewable materials that may displace petroleum-based products in automobiles, biomedical devices, body armor, aerospace materials, plastics, composites, coatings, and electronics. Consequently, nanotechnology may bring about fundamental changes and significant economic and quality-of-life benefits to the American people. This research has the added benefit of providing markets for low value wood products, thus providing a financial incentive to public and private landowners to remove this low value wood, which reduces fuel loads and helps, accelerate forest restoration efforts.

Localized Needs Research - \$143,872,000

In addition to the research investments in national Priority Research Areas, Forest Service R&D invests in research targeted to the geographic regions served by Forest Service research stations and field laboratories. Localized needs research is aligned with national strategic goals, but is particularly responsive to the social, economic, and ecological issues important to each region. Scientists from multiple research stations collaborate across regions to develop and share research findings and develop tools that solve common problems. Localized needs research by Forest Service R&D provides the foundation of basic and applied science needed to advance research in each of the Strategic Program Areas previously reviewed and described in this document.

Forest Service R&D develops and shares basic science, while developing applications specific to regional needs. This approach of developing a core foundation of basic science that drives the development of regionally specific knowledge, assessment methods, and management tools plays out at Forest Service R&D research labs throughout the Nation, addressing critical issues concerning wildlife, fish, water, air, forests and rangelands, invasive species, wood products utilization, recreation, economics, social science, and other needs critical to sustaining America's natural resources and public uses.

## **Extramural Research Support**

In FY 2017, \$3,000,000 of Forest and Rangeland Research Inventory and Monitoring funds will be transferred to the Joint Fire Science budget line item to support fire-related research authorized by the Joint Fire Science Program. The funding supports JFSP collaboration with the Department of the Interior. The program utilizes grants, contracts and cooperative agreements to develop science and technology products for the fire community. The tools developed help to track the effects of vegetation management for hazardous fuels reduction; to support resilient landscapes and communities; and for related work to mitigate wildfire impact on water quality, atmospheric emissions, and other natural resources and ecosystem services. The JFSP is further described in the Wildland Fire Management Chapter.

### Allocation and Integration

Forest Service R&D priorities are based on the agency's mission and Administration priorities. The base Forest Service R&D program is established using input from the field. The research stations, the Forest Products Lab, and International Institute of Tropical Forestry prioritize research in response to local and regional needs. Field requests are reviewed, coordinated with critical needs identified at the national level, and then merged into a national research program. Funds are distributed to support the seven Strategic Program Areas.

For the FIA program, funds have been allocated historically in equal proportion to eastern States and western States, as forest acres are evenly split between these two broad regions. Partner contributions are 15 percent of the total funding of eastern States and 10 percent of total funding in Western States, with the remainder coming from appropriated funds. For further detail and trends see: [http://www.fia.fs.fed.us/library/bus-org-documents/docs/FIA\\_Annual\\_Report\\_2012-opt.pdf](http://www.fia.fs.fed.us/library/bus-org-documents/docs/FIA_Annual_Report_2012-opt.pdf).

The program also supports forest inventory activities with costs shared by States. Allocations to States are based upon the cost-effectiveness of past performance of State FIA implementation. State contributions represent approximately 11 percent of the total program funds and are contingent on FIA's ability to provide matching funds. To make efficient use of available resources, FIA contracts some services when partners can provide them at a lower cost.

Approximately 20 percent of the FIA program (funding and resources) supports the National Forest System, including strategic inventory across 193 million acres in support of forest planning with information such as volume, biomass, growth, removals, mortality, forest carbon storage, forest health, and fire fuel loads.

### Partnerships

Forest Service R&D partners include Federal and State agencies, universities, industry, nongovernmental organizations, Tribal groups, and foreign government research cooperators. One of the most important functions of Forest Service R&D is the distribution of information to forest managers and users implementing land management projects. The agency provides valuable technology transfer to our research partners, land management practitioners, State agencies, urban planners, private forest owners, private organizations, horticultural

organizations, agricultural interests, as well as forest practitioners internal to the Forest Service. Seeking and forging strategic partnerships is a critical activity of Forest Service R&D.

The FIA program is managed as a partnership, led by Forest Service R&D in cooperation with National Forest System, State and Private Forestry, and the National Association of State Foresters. FIA customers include: national forests and grasslands, State forestry agencies, Federal and State policy makers; corporations and consultants; researchers; environmental organizations; land managers; media; and anyone interested in reliable, current forest data. Partners contribute funds to leverage FIA programs commensurate with their individual needs. Partner funding is encouraged but not required to receive the base Federal program. In FY 2015, partners contributed over \$7.6 million to shorten measurement cycles or otherwise enhance FIA programs. Participating State organizations include State forestry agencies, universities, nongovernmental organizations, and other partners. Partner contributions are primarily used to lower inventory cycles or cost share research. Nearly 34 percent of FIA's annual work is accomplished in this manner. Not all States participate each year, but over the last 10-years all States have contributed to FIA program efforts.

**Land Area, Forest Area, FIA Federal Grants, and Partner Funds  
By State in FY 2015**

<b>Region and State</b>	<b>All Land</b>	<b>Forestland</b>	<b>Forest and Woodland</b>	<b>Federal FIA Grants</b>	<b>Partner Funds</b>
	<i>(acres in thousands)</i>			<i>(dollars in thousands)</i>	
Alaska, Coast	39,041	13,718	13,718	\$604,216	\$7,282
Alaska, Int	326,575	114,859	114,859	0	0
Alabama	32,413	22,877	22,877	232,438	76,796
Arkansas	33,303	18,755	18,755	400,882	144,077
Arizona	72,700	10,795	18,643	42,624	0
California	99,699	32,057	32,618	0	67,389
Connecticut	3,099	1,712	1,712	0	500
Colorado	66,331	19,995	22,837	989,383	252,246
Delaware	1,247	340	340	118,000	28,290
*District of Columbia				0	7,770
Florida	34,447	17,461	17,461	161,000	59,388
Georgia	36,809	24,768	24,768	436,296	272,648
Hawaii	4,110	1,748	1,748	250,000	0
Iowa	35,749	3,014	3,014	92,831	17,645

<b>Region and State</b>	<b>All Land</b>	<b>Forestland</b>	<b>Forest and Woodland</b>	<b>Federal FIA Grants</b>	<b>Partner Funds</b>
	<i>(acres in thousands)</i>			<i>(dollars in thousands)</i>	
Idaho	52,892	21,247	21,448	239,095	0
Illinois	35,532	4,848	4,848	0	23,359
Indiana	22,929	4,830	4,830	79,781	120,715
Kansas	52,326	2,502	2,502	146,400	34,938
Kentucky	25,271	12,472	12,472	320,000	131,418
Louisiana	27,650	14,712	14,712	0	0
Massachusetts	4,992	3,024	3,024	252,775	52,950
Maryland	6,252	2,461	2,461	0	12,300
Maine	19,739	17,660	17,660	232,270	381,061
Michigan	36,185	20,127	20,127	79,938	58,950
Minnesota	50,961	17,371	17,371	449,270	531,075
Missouri	43,995	15,472	15,472	11,250	98,547
Mississippi	30,031	19,542	19,542	0	92,263
Montana	93,149	25,169	25,573	72,000	213,400
North Carolina	31,115	18,588	18,588	1,030,060	24,552

<b>Region and State</b>	<b>All Land</b>	<b>Forestland</b>	<b>Forest and Woodland</b>	<b>Federal FIA Grants</b>	<b>Partner Funds</b>
	<i>(acres in thousands)</i>			<i>(dollars in thousands)</i>	
North Dakota	44,161	734	760	28,326	7,200
Nebraska	49,167	1,576	1,576	71,880	5,853
New Hampshire	5,730	4,832	4,832	0	20,400
New Jersey	4,707	1,964	1,964	0	3,667
New Mexico	77,631	16,615	24,840	80,574	444,100
Nevada	70,260	8,121	11,169	796,242	220,595
New York	30,161	18,966	18,966	173,505	24,140
Ohio	26,151	8,088	8,088	44,400	11,345
Oklahoma	43,901	12,256	12,646	300,000	199,608
Oregon	61,432	29,787	29,804	786,310	485,855
Pennsylvania	28,635	16,782	16,782	0	115,536
Puerto Rico	2,192	1,213	1,213	42,175	100,000
Rhode Island	662	360	360	0	3,069
South Carolina	19,239	13,120	13,120	348,900	124,000
South Dakota	48,519	1,911	1,911	58,397	21,851

<b>Region and State</b>	<b>All Land</b>	<b>Forestland</b>	<b>Forest and Woodland</b>	<b>Federal FIA Grants</b>	<b>Partner Funds</b>
	<i>(acres in thousands)</i>			<i>(dollars in thousands)</i>	
Tennessee	26,390	13,942	13,942	444,200	102,940
Texas	167,188	40,318	62,425	720,500	309,409
Utah	52,589	11,866	18,135	863,524	529,952
Virginia	25,274	15,907	15,907	486,284	212,725
Vermont	5,899	4,591	4,591	0	100,600
Washington	42,532	22,435	22,435	101,406	88,280
Wisconsin	34,661	16,980	16,980	40,000	1,448,610
West Virginia	15,384	12,155	12,155	130,970	49,300
Wyoming	62,140	10,807	11,448	203,949	0
<b>TOTAL</b>	<b>2,263,147</b>	<b>766,237</b>	<b>818,816</b>	<b>\$11,962,051</b>	<b>\$7,338,594</b>

\*The totals for the District of Columbia are included in the totals for Maryland.

**State and Private Forestry**

<b>Appropriation</b>	<b>State and Private Forestry</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>State and Private Forestry</b>					
Annual Appropriations	\$232,653	\$237,023	\$234,004	-\$3,019	-1%
<b>State and Private Forestry Total</b>	<b>232,653</b>	<b>237,023</b>	<b>234,004</b>	<b>-3,019</b>	<b>-1%</b>
Annual Appropriation FTEs	565	565	565	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>565</b>	<b>565</b>	<b>565</b>	<b>0</b>	<b>0%</b>
<b>State and Private Forestry</b>					
Landscape Scale Restoration	14,000	14,000	23,513	9,513	68%
Forest Health Management - Federal Lands	58,922	58,922	51,382	-7,540	-13%
Forest Health Management - Cooperative Lands	45,655	40,678	40,678	0	0%
State Fire Assistance	0	0	0	0	0%
Volunteer Fire Assistance	0	0	0	0	0%
Forest Stewardship	23,036	23,036	22,398	-638	-3%
Forest Legacy Program	53,000	62,347	62,347	0	0%
Community Forest and Open Space Conservation	2,000	2,000	2,000	0	0%
Urban and Community Forestry	28,040	28,040	23,686	-4,354	-16%
Forest Resources Information and Analysis	0	0	0	0	0%
International Forestry	8,000	8,000	8,000	0	0%

**State and Private Forestry Overview**

The FY 2017 President’s Budget proposes \$234,004,000 for State and Private Forestry (S&PF), a decrease of \$3,019,000 from the FY 2016 Enacted Budget.

The S&PF programs help sustain the Nation’s urban and rural forests, assist private landowners in maintaining their forests, and protect communities and the environment from insects, disease, and invasive plants. More than 50 percent our of Nation’s forests approximately 423 million acres - are privately owned. These forests supply almost 30 percent of the surface drinking water to cities and rural communities and over 90 percent of our domestically-produced forest products (*Report to Congress on Cooperative Forestry Assistance Act and Other USDA Programs That Benefit Private Forests, 2011*)

[http://www.fs.fed.us/cooperativeforestry/library/private\\_forest\\_report.pdf](http://www.fs.fed.us/cooperativeforestry/library/private_forest_report.pdf).

The S&PF programs help protect these forests and provide support to keep working forests intact. This Federal investment leverages the capacity of State Foresters and their partners to manage State and private lands and produce ecological, social, and economic benefits for the American people. For example, almost 11 million acres are now being managed more sustainably because of landowner planning, have been treated to protect against wildfires and insects and diseases, or have been protected from development since 2008 as a result of S&PF program investments. In addition, between 2008 and 2011, Forest Service programs assisted

over two million landowners through education programs or other related services during this same timeframe.<sup>10</sup>

Partnerships are critical in implementing and delivering S&PF programs. Through a coordinated effort in management, protection, conservation education, and resource use, S&PF programs help facilitate sound stewardship of lands across all ownerships on a landscape scale, while maintaining the flexibility for individual forest landowners to pursue their objectives. The S&PF programs help Americans reconnect to the outdoors and are engines of job creation in rural communities. In addition, S&PF programs are key components of the President's America's Great Outdoors Initiative to conserve important landscapes and reconnect Americans to the outdoors. Along with the National Forest System, Forest and Rangeland Research, the Department of the Interior, and State and local partners, S&PF programs also manages the impacts of wildland fires on communities and the environment.

**S&PF Program Leverages  
\$14.3 Million in FY 2015**

In FY 2015, S&PF competitively allocated \$12.5 million to State Foresters, supporting 55 projects in 37 States and Territories. These allocations enabled the Forest Service to leverage over \$14 million in partner funds and in-kind contributions.

### Landscape Scale Restoration

The new Landscape Scale Restoration program focuses and prioritizes funds and resources to better shape and influence forest land use on a scale, and in a way, that optimizes public benefits from trees and forests for current and future generations. This program funds competitive projects that focus on all-lands and result in a targeted, positive impact in high-priority areas by leveraging State capacity with strategic Federal investments. All States and Territories have crafted assessments of the forests within their boundaries and developed strategies to address threats and improve forest health. The resulting Statewide Forest Resource Assessments and Strategies, or State Forest Action Plans <http://www.forestactionplans.org>, provide an analysis of forest conditions and trends and delineate priority forest landscape areas. Under the 2014 Farm Bill, Forest Action Plans will be updated as necessary; and where feasible, will include military installations to the extent that management of State and other public or private lands support and contribute to the mission of such installations. These State Forest Action Plans are an integral part of Landscape Scale Restoration and represent the first-ever "strategic plan" for the Nation's forests. The State Forest Action Plans focus on all-lands (State, private, Tribal, and Federal) and strategically assess the greatest need, highest value, or strongest innovation potential. State Forest Action Plans are a path to effectively address contemporary conservation issues across the country in the urban-to-rural spectrum.

In FY 2015, the Forest Action Plans reached their five-year anniversary. A report<sup>11</sup> released by the National Association of State Foresters in November 2015 evaluated Plans in three states and

<sup>10</sup> This reference is from the September 2011 "Report to Congress on Cooperative Forestry Assistance Act and Other USDA Programs That Benefit Private Forests." This is the most current report published on this subject. [http://www.fs.fed.us/cooperativeforestry/library/private\\_forest\\_report.pdf](http://www.fs.fed.us/cooperativeforestry/library/private_forest_report.pdf)

<sup>11</sup> 5-Year Review of Forest Action Plans and Effective Water Quality Protections. *Dovetail Partners, supported by NASF*. November 2015. [http://www.dovetailinc.org/report\\_pdfs/2015/dovetailforestactionplans1115.pdf?utm\\_source=News%3A+Forest+Action+Plans+Report&utm\\_campaign=Forest+Action+Plans&utm\\_medium=email](http://www.dovetailinc.org/report_pdfs/2015/dovetailforestactionplans1115.pdf?utm_source=News%3A+Forest+Action+Plans+Report&utm_campaign=Forest+Action+Plans&utm_medium=email)

one island territory to evaluate accomplishments related to protecting water quality since the Plans were completed. This review found that *Forest Action Plans* provide a valuable tool for thoughtfully and thoroughly addressing threats and opportunities across diverse forests. The Plans provide a nationwide overview to support high-level decision making while also supporting local actions through state-specific and watershed-focused priorities.

Cooperation and coordination across jurisdictional boundaries is needed to deal with the complex issues revealed in the State Forest Action Plans, most of which need to be addressed at a landscape level and by working through local communities. State forestry organizations and the Forest Service have a long history of working together on important forest management issues and State Forest Action Plans continue to help us identify priority landscapes on which to focus critical conservation actions. These Plans enable the Forest Service and State partners to better leverage stakeholder partnerships and heighten public awareness of the value and importance of the Nation's public and private forests. The plans feature State-specific strategies based on local expertise and extensive public input. By linking the State Forest Action Plans with our national conservation and economic goals, they help facilitate long-term decisions for investing State, Federal, and other resources where there is the greatest need. By focusing on priority outcomes that address landscape-scale issues, the State Forest Action Plans guide investments to conserve, protect, and enhance our forests.

Landscape Scale Restoration

Budget Line Item	Landscape Scale Restoration				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Landscape Scale Restoration					
Annual Appropriations	\$14,000	\$14,000	\$23,513	\$9,513	68%
<b>Landscape Scale Restoration Total</b>	<b>14,000</b>	<b>14,000</b>	<b>23,513</b>	<b>9,513</b>	<b>68%</b>
Annual Appropriations FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Landscape Scale Restoration</b>						
Total value of resources (expressed as a ratio) leveraged through partnerships with states and other partners	1.1	1.1	1.3	1.1	1.3	1.3

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$23,513,000 for Landscape Scale Restoration (LSR), an increase of \$9,513,000 from the FY 2016 Enacted Budget. This increase will allow us to fund approximately 20 more innovative, cross-boundary projects that target priority areas that States have identified as those most in need of forest health improvement.

In FY 2017, this program will continue to fund cross-boundary competitive projects that address priorities and needs identified in States’ Forest Action Plans focused around conserving working forest landscapes, protecting forests from harm, and enhancing the public benefits of trees and forests. This continued investment in cross-boundary, landscape scale projects on State and private lands will spur innovation, bring partners to the table, support climate change activities, and allow the agency to leverage partner contributions. This investment will also result in sustaining and restoring forest health and vigor on hundreds of acres, accomplishing meaningful change on priority landscapes in States, allowing the agency to assist urban communities in protecting their forests, and maximizing the number of cross-boundary projects that can be funded. The LSR program work is critical to ensuring the continued health and resilience of our Nation’s forested landscapes.

LSR supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The LSR program supports the Forest Service strategic goal of sustaining our Nation’s forests and grasslands through the fostering of healthy ecosystems, mitigating wildfire risk, and conserving open space. Additionally, we achieve Forest Service goals of delivering benefits to the public, such as providing abundant clean water and strengthening communities.

## Past Performance

This new budget line item, first proposed in FY 2013, was enacted in the FY 2014 Consolidated Appropriations Act and, but due to the timing of enactment in FY 2014, was fully implemented for the first time in FY 2015. Projects were requested and selected using updated LSR guidance developed in conjunction with the National Association of State Foresters. Projects were focused on three key Farm Bill themes - conserving working forest landscapes, protecting forests from harm, and enhancing the public benefits of trees and forests.<sup>12</sup> Starting in FY 2015, LSR projects also had to be explicitly cross-boundary in nature and focused on priority landscapes, as identified in States' Forest Action Plans. Analysis of State Forest Action Plans has shown that forest management priorities differ across, and even within States. Surveys conducted in conjunction with the National Association of State Foresters indicate that many States would like to change the configuration of S&PF grant dollars they receive. LSR creates the ability to fund priority projects without the limits created by specific program funding.

In FY 2014, we began tracking the spatial footprint of each LSR project, as well as cooperators involved and Forest Service objectives, for each of these projects in a new module in the Stewardship Mapping and Reporting Tool (SMART – see the Forest Stewardship section for more information on this tool). The data from this new tool can be downloaded and used for accomplishment reporting and more in-depth program analysis. The most notable enhancement to this system is that it allows for the upload or creation of a spatial footprint or impact area of the project. As the Forest Service promotes the all lands, landscape restoration approach this allows people to visualize and quantify where these projects are influencing change on the ground. Grant recipients are now also required to describe how their project influences positive change and integrates program delivery in a narrative fashion. The system also provides check boxes that offer a quick, clear and searchable means to describe how the projects align with USFS priorities. It also offers more clarity in terms of the amount of leveraged funding for each project by including more fields for matched funds. A publicly-accessible search tool is also expected to be released in FY 2016 so interested parties can see the details of these projects.

In Fiscal Year 2015, the Forest Service competitively allocated \$12.5 million for 55 projects in 37 States and Territories. These allocations enabled the Forest Service to leverage over \$14 million in partner dollars and in-kind contributions. Twenty-six (26) of these projects contributed to active and sustainable forest management; almost 30 of them mitigated threats to forest health; and 34 of them improved air quality, economic benefits, enhanced and protected water quality, or helped to mitigate or adapt to changing conditions.

Innovative projects spanning across States and landscapes, and leveraging numerous partners and program authorities, were selected. For example, in the Southeast a LSR project is helping seven States predict future timber supply by training State employees to use a Sub-Regional Timber Simulation Model developed by North Carolina State University. This will help ensure that States are focusing on effective means of developing markets and help sustain important forest product sector jobs.

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<sup>12</sup> These themes were codified in the 2008 Farm Bill as part of the State Action Plan Requirements. They continue in the 2014 Farm Bill.

Another project funded in FY 2015 will help support a unique “Urban Forest Strike Team” in 13 Southern States. The Team works with communities, State Emergency Management personnel and FEMA debris managers to provide expertise during storm recovery. They have already responded to 11 disasters in 11 States since 2007, but support is needed to train new specialists, update equipment and help ensure State forestry agencies are positioned to coordinate State and federal resources in support of local efforts to mitigate risk and restore urban and community forests.

In Arizona a project will address riparian (situated on the banks of a river) forest restoration on the Verde River by removing invasive plants and creating native habitat “islands” to seed and expand. In Vermont a project will promote “green” approaches to address stormwater runoff in 20 municipalities. Investments in S&PF programs have resulted in almost 11 million acres being sustainably managed, protected from wildfires and insects and diseases, or protected from development. A focused effort on collecting and recording partner dollar and in-kind contributions demonstrated that these projects were matched on a more than one-to-one basis each year. LSR will continue to further increase the pace and scale of these investments.

## **Program Description**

### Program Overview

There are over 640 million acres of non-Federal forest lands in the United States—two-thirds of the Nation’s forests. These important resources generate millions of dollars in forest products revenues and recreation spending; provide well-paying rural jobs; supply almost 30 percent of the surface drinking water to cities and rural communities; and support imperiled wildlife and fish species. The LSR program helps ensure our Nation’s non-Federal forestlands will be able to continue to provide these important benefits to the American public by allowing States to pursue innovative, landscape scale, projects that focus on their priorities, as identified in their State Forest Action Plans.

Prior to the implementation of LSR, from FY 2008 through FY 2013, S&PF provided \$13 to \$20 million in funding annually through a process known as S&PF “Redesign”. The Redesign funding was used for competitive projects focusing on issues and landscapes of national importance and on activities that provided meaningful outcomes on the ground. The funds for that effort were drawn from multiple S&PF budget line items. The Redesign process yielded numerous successful projects and leveraged over \$125 million of partner funds and in-kind contributions during a six-year timeframe. LSR creates the ability to fund projects without the limits created by specific program funding. The LSR program is the next evolution of this process with a distinct budget line item that provides more flexibility for funding innovative, cross-boundary projects in priority areas identified by States.

The LSR program’s work is critical to ensuring the continued health and resilience of our Nation’s forested landscapes. This program is a competitive grant program that provides opportunities to fund innovative projects across program boundaries and across landscape jurisdictions that address priorities and needs consistent with the State Forest Action Plans. Projects are focused on restoring healthy and resilient landscapes and communities in priority areas that States identify. This program provides States the opportunity to develop targeted,

creative projects that most effectively leverage the agency dollar - spanning a wide spectrum to meet priority needs from stormwater management through urban trees in Massachusetts; to watershed improvement projects in Kansas, Alaska and Colorado; to cogon grass control and landowner engagement in Mississippi and North Carolina. By addressing threats to forest sustainability such as protecting lands from development, damaging wildfires or the spread of insects and disease, these projects will also benefit adjacent National Forest System lands, creating healthier, more resilient landscapes.

Through new spatial tracking tools and improved reporting methodologies, these projects will also serve as a springboard for developing novel methods to measure and demonstrate improved outcomes on the ground in these priority areas such as enhanced water quality and quantity; reduced forest loss; improved forest markets; and the energy conservation and carbon sequestration benefits resulting from these projects.

#### Allocation and Integration

Funds are allocated on a competitive basis focusing on cross-boundary projects, guided by the priorities outlined in State Forest Action Plans. This project selection process is managed in three different areas of the country: the Northeast, the South and the West. Projects are focused in priority areas also identified in the plans. The projects are required to address nationally and regionally significant issues or landscapes and focus on conserving working forests, protecting forests from harm, and enhancing public benefits from trees and forests. Because there are different needs and focus areas in different parts of the country, appropriate regionally-specific evaluation criteria are used as part of the project evaluation and selection process. Projects involve diverse collaboration and partnerships in planning and implementation and coordination with complementary State and Federal programs when possible.

#### Partnerships

The development and implementation of these projects is coordinated through close collaboration with State and Territorial forestry agency partners. All projects are leveraged by non-Federal contributions on at least a 1:1 basis. S&PF works directly with State forestry agencies to ensure that forest landowners have the best technical, educational, and financial assistance available to help them achieve their objectives in an environmentally beneficial way. This Federal investment leverages the capacity of State Foresters and their partners to manage State and private lands and produce ecological, social, and economic benefits.

Forest Health Management - Federal Lands

Budget Line Item	Forest Health Management - Federal Lands				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest Health Management - Federal Lands					
Annual Appropriations	\$58,922	\$58,922	\$51,382	-\$7,540	-13%
<b>Forest Health Management - Federal Lands Total</b>	<b>58,922</b>	<b>58,922</b>	<b>51,382</b>	<b>-7,540</b>	<b>-13%</b>
Annual Appropriations FTEs	302	302	302	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>302</b>	<b>302</b>	<b>302</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Forest Health Management - Federal Lands						
Federal acres treated - Invasives	126,460	153,577	146,338	165,008	122,997	88,688
Federal acres treated - Native pests	159,191	173,874	179,832	210,363	138,347	152,146

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$51,382,000 for Forest Health Management (FHM) Federal Lands, a decrease of \$7,540,000 from the FY 2016 Enacted Budget.

Funds are used to conduct insect and disease surveys on over 400 million acres of forest lands; conduct forest insect and disease prevention, suppression, restoration, and eradication projects; provide technical assistance; and monitor forest health on all Federal lands including those of the Departments of Defense and the Interior, and the Army Corps of Engineers. A decrease of \$7,540,000 in funding for FY 2017 will mean approximately 60,000 fewer acres treated compared to FY 2015 levels.

In FY 2017, the Forest Service will adjust monitoring and treatments based on allocations for some efforts, such as the Slow-the-Spread (STS) program for gypsy moth and for work on western bark beetles, southern pine beetle, sudden oak death, invasive plants, and hemlock woolly adelgid. Specifically, funding for Slow-the-Spread, western bark beetle, and sudden oak death will be reduced, which will result in an increase in the rate of spread of these pests. With limited resources, we are focused on the most pressing needs of forest restoration and reducing

the risk of catastrophic fire to communities. Additionally, technical assistance and awareness efforts may be reduced due to reduced funding.

The request includes funding to meet the highest priority needs for:

- Western bark beetles
- Emerald ash borer
- Sudden oak death
- Oak wilt
- Root diseases
- Hemlock woolly adelgid
- Southern pine beetle
- Gypsy moth

Funding supports efforts on forests and grasslands managed by the Forest Service, other Federal agencies, and Tribal governments.

In FY 2017, the Forest Service will continue to fund management actions to reduce forest susceptibility to beetle outbreaks and protect high value trees. This will result in more resilient forests, enhanced visitor safety by reducing hazard trees, and sustainable communities. In coordination with partners and stakeholders, the Forest Service directs funds to areas that have been experiencing bark beetle-induced mortality. Peer reviewed studies clearly demonstrate the effectiveness of bark beetle treatments on the landscape<sup>13</sup>.

The Federal Forest Health program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. It also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigating wildfire risk, and conserving open space.

### **Past Performance**

Because forests cross jurisdictional boundaries, we continue to employ an all-lands approach when dealing with forest health issues. Just as pests do not distinguish among different ownerships, some methods of pest management allow practitioners to affect entire landscapes, treating both public and private lands in an ecologically responsible and economically effective manner.

An example of this is the cooperative approach being taken to reduce the impact of sudden oak death in the western United States. Sudden oak death is devastating, fast-moving disease that affects native oaks and related species, killing trees and disrupting ecosystems. In this program, we have been working with our Federal and Tribal partners, such as the Department of the Interior, to develop new techniques to combat this disease. In FY 2015, together with our

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<sup>13</sup> Christopher J. Fettig, Kier D Klepzig, Ronald F. Billings, A. Steven Munson, T. Evan Nebeker, Jose F. Negrón, John T. Nowak. 2007. "The effectiveness of vegetation management practices for prevention and control of bark beetle infestations in coniferous forests of the western and southern United States." *Forest Ecology and Management* 238(1-3): 24-53.

partners, we removed trees infected with this disease on a variety of Federal land ownerships, helping to ensure that neighboring trees and landscapes would be less likely to be infested. We also increased homeowner awareness of this disease through an education campaign conducted with the Bureau of Indian Affairs, the Bureau of Land Management, and the National Park Service.

Recent efforts to protect native stands of white pine from white pine blister rust have fostered an integrative effort of a different nature. White pines are extremely important in high elevation landscapes. For example, they provide critical food sources for bears, Clark's nutcracker, and other wildlife; they maintain slope stability in steep areas; and are culturally important to many Native people. We continue to work with our partners in Forest Management to identify individual trees that have withstood the impacts of white pine blister rust since its introduction in the 1930s, since they are now recognized as having genetic resistance to the disease. The restoration of white pine in high-elevation forest depends on the ability to utilize the resistance of these survivor trees by collecting and maintaining the genetic seed stock. However, recent increases in bark beetle activity in the West have put all high elevation pines, including white pines, at increased risk of mortality – both from the beetle and the rust. Application of management techniques to reduce the impact of the beetle has allowed managers to protect the genetic resource of the resistant trees and ensure the future survival of white pines. In FY 2015, we protected high value trees by applying protective sprays and using pheromones (naturally secreted chemicals) to disrupt beetle activity.

In southern Colorado, a spruce beetle outbreak is rapidly expanding in high elevation spruce-fir forests, and acres impacted have nearly doubled in the past few years. FHM is working with the National Forest System to address this outbreak in high value areas. On public lands close to the urban interface, actions have been taken to protect public safety. In FY 2015, treatments focused on removing hazard trees, especially in highly used areas like campgrounds. Restoration efforts are also underway to reforest and diversify the affected landscape.

Sometimes control efforts utilize entirely different tactics to achieve a singular goal. Programs designed to control southern pine beetle populations have focused upon the fact that well-managed stands are much less prone to attack. Southern pine beetles are a native component of these pine forests, but beetle activity can sometimes disrupt forests by killing a significant number of mature trees. Thinning of susceptible landscapes and diversifying conditions throughout the forest are proven techniques that reduce southern pine beetle activity. This strategy continued in FY 2015. These tactics are even more effective when conducted over large landscapes, so the cooperation of all landowners is vital to ensuring the overall success of the program. While Federal funding has sponsored these treatments, a portion of these funds has been used to educate adjacent landowners on the benefits of management treatments. These efforts have resulted in cross-boundary efforts that have reduced southern pine beetle numbers to their lowest levels in decades.

The polyphagous shot hole borer, and the associated pathogen *fusarium* (known as "PSHB-FD"), was first detected in California in 2002, but not linked to tree injury and mortality until 2012 in Los Angeles County. Since 2012 the PSHB-FD has spread to five counties in southern California and injured or killed several native, ornamental, and agriculturally important tree species. This pest has also caused similar documented damage in Vietnam, China and Israel. It is under this

situation that the FHM Program has formed partnerships with counterparts under the Asia-Pacific Forest Invasive Species Network. This issue-focused partnership aims to identify effective management options for this destructive pest. Initial studies were implemented in FY 2015 and planned to continue for three years. This study has confirmed through molecular analysis that the PSHB-FD from California, China, and Vietnam are from the same source, which will help in developing methods to combat it.

The FHM Program is upgrading its performance accountability software program – the Forest Health Accomplishment Database (FAD) to include spatial mapping capabilities. The upgrade will include integrating with other State and private programs. The upgrade will also allow FHM to better track accomplishments and link with other datasets in order to more fully describe the impacts the program has on reducing risk from harmful pests, which leads to the maintenance and enhancement of healthy functioning forests.

## **Program Description**

### Program Overview

Pests cause billions of dollars in damage to trees and other forest resources each year, resulting in reduced productivity, loss of recreation opportunities for the public, and the creation of safety hazards in the Nation's forested lands. The FHM Federal Lands program monitors and assesses short and long-term forest health conditions nationwide. Program investments provide for prevention, detection, monitoring, evaluation, and suppression of forest insects and diseases to protect forest lands managed by the Forest Service and other Federal agencies. Pests that are managed include sudden oak death, white pine blister rust, bark beetles, hemlock woolly adelgid, oak wilt and southern pine beetle. Since pests cross administrative boundaries, FHM uses an all-lands approach involving all partners in the development of integrated management strategies to address each important pest. FHM treats the highest priority areas identified by aerial and ground surveys and the National Insect and Disease Risk Map (NIDRM) in coordination with State Forest Action Plans to make the most efficient use of funding.

Insect and disease pests include those that are native and non-native invasive. Native insects and diseases are those that have evolved in the United States and are going through a cyclical outbreak period. Non-native invasive insect and disease pests are those that have been introduced from other countries and there is little or no resistance from the host, resulting in significant damage to the host species. Pests, both native and non-native invasive, can cause significant damage and mortality when populations are high; usually a result of the availability of hosts, biology of the pest, and environmental factors such as moisture, temperature, and nutrients.

Treating priority areas makes the most efficient use of Federal dollars. Treatments protect priority areas from damaging insects and disease, reduce the risks of mortality from wildland fire, and prevent future outbreaks by increasing the resilience of treated areas.

FHM also leads the Slow-the-Spread program for the gypsy moth, which has been shown to slow the progression of this invasive insect by 60 percent as it moves across the eastern United States. Forest Service research indicates that without the Slow-the-Spread program, over 50 million

acres of oak hardwood forests would be infested with gypsy moth. Slow-the-Spread is an integrated program of monitoring, trapping, and treating the gypsy moth so that populations do not spread rapidly.

Additional projects also include gene conservation efforts to conserve at-risk tree species that will assist FHM projects that are negatively impacted by the effects of a changing climate, insects and diseases.

The program continues to fund the Eastern Forest Environmental Threat Assessment Center in Asheville, North Carolina, and the Western Wildland Environmental Threat Assessment Center in Prineville, Oregon. These Environmental Threat Assessment Centers are supported by S&PF, National Forest System, and Forest Service Research and Development (R&D) and provide information on how multiple threats interact with pests, focusing on the effects of a changing climate.

### Allocation and Integration

Annual priorities for mitigating the risk of current and future insect and disease outbreaks are based, in large part, on the findings from the pest conditions and location and the National Insect and Disease Risk Map. Prevention and suppression programs for major pests such as the gypsy moth, western bark beetles, and southern pine beetle are directly related to the relative risk of these pests, areas currently experiencing pest outbreaks, and the availability of cost-effective treatment technologies. Some forest pests, such as southern pine beetle, can be more easily treated than others. On the other hand, root disease, for which there are few management tools available, depends on sound silvicultural management practices to be effective.

Some of the techniques used to determine integrated optimal areas for treatment include overlaying national map layers using Geographic Information Systems for insect and disease, fire, watershed condition, and wildland-urban interface. The spatial placement and sequencing of treatments on the National Forest System (NFS) lands are planned and coordinated with other Forest Service vegetation management program areas, such as hazardous fuels reduction and forest management through the “Sustainable Landscape Management” Board of Directors. This Board includes a group of Directors from S&PF (FHM, Fire and Aviation Management), Forest Service R&D (Forest Management Sciences), and NFS (Forest Management, Range Management, and Watershed, Fish, Wildlife, Air, and Rare Plants). This coordination optimizes on-the-ground treatment and improves the overall health of forestlands across landscapes and ownerships.

### Partnerships

This program funds the suppression of forest insect and disease pests on lands managed by all other Federal agencies and Tribal governments. Additionally, the FHM program provides technical assistance to other Federal agencies and Tribal governments to detect and assess pests on their lands. Where proposed treatment locations are adjacent to other Federal lands or non-Federal lands, treatment scheduling is coordinated with non-Forest Service partners to optimize improvements to forest health across landownership boundaries.

The Slow-the-Spread gypsy moth program works seamlessly across all landowners in a collaborative approach to implement this program on state and Federal lands. The Forest Service works closely with all of the State departments of agriculture or State Foresters in ten Slow-the-Spread states from Georgia to Wisconsin.

The Forest Service works with APHIS and other partners to combat important invasive pests and has systems established to survey, monitor, and respond to these invaders, as well as help communities restore degraded ecosystems.

Other Federal agencies, such as DOI and DOD, submit suppression related project requests to the Forest Service regional or national office and the projects are evaluated in a competitive process. These projects support work with tribes to prune white pine blister rust -- a devastating invasive species -- and dwarf mistletoe on their lands. Coordination meetings occur frequently between the other agencies and the Forest Service to ensure the funds are used wisely.

The FHM program is partnering with the American Public Gardens Association (APGA) to support the implementation of the Sentinel Plant Network. This network has three major components: 1) K-12 Plant Heroes program to bring greater awareness of the impact of insects and diseases on trees; 2) a program providing interpretive signs to over 190 gardens and arboreta about major forest pests, with links to FHM for further information; and 3) a program to develop a network of gardens and arboreta to monitor for harmful insects and diseases. Through the support of FHM and the USDA Animal Plant Health Inspection Service (APHIS), educational material has been developed for over sixteen pests under the Plant Heroes program to date, and interpretive signs have been developed for display in gardens for nine pests. Efforts are underway to develop monitoring stations at ten gardens for detection of insect and disease pests. FHM plans to continue to support this partnership.

Federal Health Management - Cooperative Lands

Budget Line Item	Forest Health Management - Cooperative Lands				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest Health Management - Cooperative Lands					
Annual Appropriations	\$45,655	\$40,678	\$40,678	0	0%
<b>Forest Health Management - Cooperative Lands Total</b>	<b>45,655</b>	<b>40,678</b>	<b>40,678</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	57	57	57	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>57</b>	<b>57</b>	<b>57</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Forest Health Management - Cooperative Lands						
Cooperative lands acres treated - Invasives	410,371	448,350	468,993	552,413	361,549	391,893
Cooperative lands acres treated - Native pests	34,203	38,362	49,032	33,944	41,460	42,115

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$40,678,000 for Forest Health Management (FHM) Cooperative Lands, level with the FY 2016 Enacted Budget.

Funds will provide technical and financial assistance to State forestry agencies and State departments of agriculture to conduct surveys and provide technical assistance to conduct prevention, suppression, restoration, and eradication projects for forest insects, diseases, and invasive plants; and monitor forest health on State and private lands.

The program will fund the highest priority prevention and suppression needs for:

- Western bark beetles
- Hemlock woolly adelgid
- Oak wilt
- Southern pine beetle
- Gypsy moth

These pests are mentioned in State Forest Action Plans as high-priority pests.

Other pests will also receive high priority as they can affect and spread to all forestlands. These pests include:

- Emerald ash borer

- Asian longhorned beetle
- Sudden oak death
- Gold-spotted oak borer
- Thousand cankers disease
- Heterobasidion root disease

We will continue to work with our partners to inform the public, map the pests with new surveys, and develop methods to manage and mitigate pests.

In FY 2017, the Forest Service will continue to fund management actions to reduce forest susceptibility to beetle outbreaks and protect high value trees. This will result in more resilient forests, reduce hazard trees for enhanced visitor safety and provide for more sustainable communities. In coordination with partners and stakeholders, the Forest Service directs funds to the areas that have been experiencing bark beetle-induced mortality. Peer reviewed studies clearly demonstrate the effectiveness of bark beetle treatments on the landscape<sup>14</sup>.

### **Past Performance**

Forest insects and pathogens impact forests on all lands and, as such, Forest Health Management addresses these pests on Federal, State and Tribal lands. In the Cooperative program, we work specifically with our State partners, providing technical and financial assistance to address needs and issues identified in State Forest Action Plans, pest detection surveys, and areas at risk for infestations. Of the dozens of programs and projects funded through the Cooperative program, the following projects highlight sustained, successful efforts at combatting the more pernicious and dangerous pests that threaten public, state and private lands.

Using tools such as the National Insect and Disease Risk Map and pest surveys, the Forest Service and State forest health staffs identify areas at risk for increased levels of insect or disease activity. Treatments are then selected to prevent the buildup of pests before they reach damaging levels.

The Southern Pine Beetle Prevention Program is a good example of an all-lands strategy that works with State and Federal partners to encourage forest management practices that prevent outbreaks. These native insects kill off large areas of mature pine trees. This program has treated more than 1 million acres of forests across the south. These forests, thinned to be more resilient, have seen very little beetle activity and, as a result, remain able to produce important benefits like forest products for landowners and clean air, clean water, wildlife habitat, and recreational opportunities. In FY 2016 we continue this effective program. When outbreaks of this insect do occur, FHM staffs work closely with partners to suppress the infestation and minimize impacts. For example, in 2015 an outbreak of the southern pine beetle was found on Long Island, New York. This was the first record of the beetle in the state. FHM provided technical and financial assistance to state cooperators, as well as Fish and Wildlife Service and National Park Service.

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<sup>14</sup>Christopher J. Fettig, Kier D Klepzig, Ronald F. Billings, A. Steven Munson, T. Evan Nebeker, Jose F. Negron, John T. Nowak. 2007. "The effectiveness of vegetation management practices for prevention and control of bark beetle infestations in coniferous forests of the western and southern United States." *Forest Ecology and Management* 238(1-3): 24–53.

Slow-the-Spread (STS) Programs are another proactive, long term strategy that works with many state and federal partners across the landscape. Since its inception more than a decade ago, the gypsy moth STS program has prevented the spread of one of North America's most devastating forest pests from the infested area north and east of a line from North Carolina to Minnesota to 50 million acres of oak forests to the South and West. In FY 2015 alone, STS treated more than 400,000 acres in eight States. Using a variety of techniques, federal and state partners identify treatment areas to keep the gypsy moth infestations contained and minimize further spread.

An economic analysis of the program has shown that it has a benefit to cost ratio of 3:1 and has slowed the movement of gypsy moth by more than 60 percent. With funding provided by this program, Federal and State forest health staffs conduct aerial and ground surveys on more than 400 million acres per year, to detect insect and disease outbreaks. We work in partnership with States to most effectively leverage Federal funding with State funding to conduct more comprehensive surveys that can be used by all land managers working to combat native and invasive pests. When outbreaks or infestations are identified on non-Federal lands, funding is provided through this program to help combat those pests on a 1:1 cost match basis.

In cooperation with State Foresters, the Forest Service has implemented a national Hemlock Woolly Adelgid (HWA) Initiative which focuses on expanded management and technology development. This invasive insect attacks mature hemlocks, an important component of eastern forests, and can eventually kill them. The mortality caused by the aphid-like insect can change forest structure and create openings for invasive plants to gain a foothold and, affect species makeup and dynamics. Through a cooperative strategy with universities, States, conservation organizations, national forests and other Federal agencies, the Forest Service is working to reduce damage caused by HWA within the 19 affected States. For example, biocontrol (using natural enemies to combat pests) and chemical treatments are used to treat priority acres of ecologically significant and high use hemlock forests.

Bark beetle activity in the West remains at very high levels. Mitigation strategies focus on areas near the urban interface, while. Restoration strategies have included removal of dead trees to protect public safety and reforestation of affected sites. Federal, State and local entities have cooperated to share expertise and resources; resulting in a synergistic effect across the landscape.

Strategies for slowing the spread of sudden oak death in the coastal areas of California and Oregon involve working closely with state forestry to contain and arrest this invasive plant pathogen. In 2015 a National Stream Baiting strategy was also undertaken in the eastern U.S. (Stream baiting is a detection technique for determining the presence of pathogens using chemical attractants as "bait" on leaves in streams known or suspected to be infested.) With Forest Service funding, non-Federal land managers have treated infested areas to contain the outbreak and slowed its spread. We have reached out to Tribes and industry, who are heavily vested in combating sudden oak death because it has the potential to affect their timber products: if their lands become infected, a federal quarantine may be necessary. All strategies -- prevention, detection, treatments, studies on new control methods, and outreach -- all work together to slow the spread of sudden oak death.

Invasive plants are non-native species that aggressively compete with and displace native plant communities and impact forest productivity, increasing the threat of devastating wildfires and

diminishing recreational enjoyment. Forest Health Management has provided essential matching funds and technical assistance to regional cooperative weed management organizations to combat economically significant invasive plant threats to forest lands. In FY 2016, the program continues to provide funds to treat invasive plants on private and State lands.

The Forest Service partnered with States and other non-Federal partners in FY 2015 to treat non-native invasive pests on 552,413 acres of State and private lands and native pest species on 33,944 acres.

## **Program Description**

### Program Overview

The FHM Cooperative Lands program provides technical and financial assistance to States, the District of Columbia, and United States Territories to monitor, assess, and mitigate forest health threats on non-Federal lands across the Nation. Treatments protect priority areas from damaging insects, diseases, and invasive plants; reduce the risks of mortality from wildland fire; protect highly valued sites; and prevent future outbreaks by increasing the resilience of the vegetation in treated areas. The program also funds the use of Early Detection and Rapid Response efforts to detect invasive insects and diseases early, thereby reducing future costs to address pest outbreaks<sup>15</sup>.

The support the Forest Service provides to its non-Federal partners is essential to protecting America's forested lands from pests. States identified forest health challenges as one of the most common problems requiring attention in their State Forest Action Plans, but often States and Territories do not have the scientific or financial resources to address these issues on their own. A 2011 study found that the cost of non-native invasive forest insects to local governments alone is, on average, more than \$2 billion per year, and residential property value loss from forest insects averages \$1.5 billion per year<sup>16</sup>. The agency investment in the FHM Cooperative Lands program helps reduce these negative impacts. For example, the Forest Service Slow-the-Spread gypsy moth program has reduced the spread rate of gypsy moth by 60 percent along a 1,000 mile project area from North Carolina to Minnesota. Additionally, for every \$1.00 invested in the Slow-the-Spread program, \$3.00 is saved in future suppression costs. Without Slow-the-Spread, about 50 million more acres would be infested, resulting in larger and more costly future treatment costs.

Funds support three objectives: conducting pest surveys and providing technical assistance; conducting prevention, suppression, restoration, and eradication projects; and monitoring the health of the Nation's forests. The Forest Service uses aerial and ground surveys and the

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<sup>15</sup>Rabaglia, Robert, Donald Duerr, Robert Acciavatti, and Iral Ragenovich. Early Detection and Rapid Response for Non-Native Bark and Ambrosia Beetles (2008) USDA Forest Service.

<sup>16</sup> Aukema, JE, Leung B, Kovacs K, Chivers C, Britton KO, Englin, J, Frankel, S, Height, RG, Holmes, TP, Liebhold, AM, McCullough DG, Van Holle, B. (2011) Economic Impacts of Non-Native Forest Insects in the Continental United States. PLOS ONE 6(9): e24587. doi:10.1371/journal.pone.0024587.

National Insect and Disease Risk Map to select project locations for funding to non-Federal partners. The State Forest Action Plans help guide FHM activities on non-Federal lands. Treatment placements incorporate local priorities including priority landscapes such as: Wildland-Urban Interface areas, municipal water supply areas, outdoor recreational sites, and administrative sites.

### Allocation and Integration

Forest Service annual priorities are based on current surveys of pest conditions and priorities in the State Forest Action Plans and expected predictions derived from the National Insect and Disease Risk Map. Some pests, such as southern pine beetle, are more easily mitigated through management than others, such as sudden oak death. The Forest Service is working to align more closely identified risk with allocation, using an all-lands approach.

The program works with the FHM Federal Lands program to identify priority lands and manage forest insects and diseases across the landscape.

The program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. It also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigating wildfire risk, and conserving open space.

### Partnerships

Partnerships leverage Federal financial assistance with a 1:1 match of non-Federal resources to implement programs and projects that protect forest resources and improve the health of the Nation's forests. In FY 2015, approximately \$30 million in grant dollars for prevention and suppression were leveraged on a 1:1 basis with States and other non-Federal partners.

Program activities are also coordinated closely with the Animal and Plant Health Inspection Service and State departments of agriculture to detect and monitor introductions of new non-native invasive species such as the emerald ash borer, Asian long-horned beetle, sudden oak death, and thousand cankers disease.

The Slow-the-Spread gypsy moth program works seamlessly across all landowners in a collaborative approach to implement this program on State and Federal lands. The Forest Service works closely with State partners to detect outbreaks, assess impacts, and conduct management activities.

In cooperation with partners, the Forest Service conducts insect and disease surveys on more than 400 million acres per year and conducts special detection surveys for pests such as thousand cankers disease trapping, sudden oak death stream-baiting, and non-native bark beetles. If treatments are needed, the Forest Service provides technical and financial assistance to conduct control activities.

Forest Stewardship Program

Budget Line Item	Forest Stewardship				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest Stewardship					
Annual Appropriations	\$23,036	\$23,036	\$22,398	-\$638	-3%
<b>Forest Stewardship Total</b>	<b>23,036</b>	<b>23,036</b>	<b>22,398</b>	<b>-638</b>	<b>-3%</b>
Annual Appropriations FTEs	87	87	87	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>87</b>	<b>87</b>	<b>87</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Forest Stewardship</b>						
Percentage of nonindustrial private forest acres in important forest resource areas being managed sustainably, as defined by a current Forest Stewardship Plan	2.5%	2.6%	3.5%	2.5%	4.0%	4.0%
Acres of nonindustrial private forest land that are being managed sustainably under forest stewardship management plans. (Annual)	2,178,735	3,203,423	1,500,000	1,816,538	1,500,000	1,500,000
Acres of nonindustrial private forest land that are being managed sustainably under forest stewardship management plans. (Cumulative)	20,687,289	25,981,974	21,000,000	24,887,147	21,500,000	21,500,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$22,398,000 for the Forest Stewardship Program (FSP), a decrease of \$638,000 from the FY 2016 Enacted Budget. This funding level will provide the agency the ability to assist private landowners with the management and conservation of their forest lands, particularly within priority landscape areas. However, this reduction in funding will impact the agency’s capacity to support strategic partners who enhance the overall reach of the program with local landowners, including innovative methods for reaching diverse and underserved populations,

State Forest Action Plans enable States to focus and coordinate program delivery to produce cumulative, landscape scale, measurable impacts, with multi-landowner and multi-partner planning, and technical assistance efforts. With State Forest Action Plans, States also identify and address opportunities resulting from emerging ecosystem service and biomass energy markets, and focus program assistance to conserve a “green infrastructure” of interconnected, viable forested landscapes. The recently adopted Forest Stewardship Program strategy “FSP 20 Twenty” provides State partners with a framework for focusing program delivery in priority

landscape areas, further leveraging existing partnerships, and utilizing innovative tools for reaching more landowners with limited resources.

The program will continue to extend its reach through peer-to-peer efforts, which support the program's long-term goal of managing significant landscapes, such as priority watersheds (as opposed to scattered, individual properties), and the conservation of strategically-located and connected open spaces. With the use of the Stewardship Mapping and Reporting Tool (SMART), the program's cumulative impact is being tracked spatially, to assess progress in achieving forest resource management outcomes. SMART is also enabling landscape-based strategic planning, including the ability to leverage place based partnerships. In FY 2017, a dashboard element for quick and easy analysis of stewardship data will be operational in SMART and SMART data will also be analyzed more regularly to "broadcast the story" of good stewardship. In late 2015 the Forest Stewardship Program developed the Cooperative Forestry Strategic Landscape Viewer. This online map viewer allows users to view large scale landscape conservation efforts. This tool is designed to help conservation organizations to make more informed decisions regarding the selection and location of focused large scale conservation efforts. The viewer displays layers from National Forest Projects, NRCS efforts and numerous nonprofit initiatives. Later in FY 16 the Forest Stewardship Program plans to launch the PRISM, an online map viewer and data summary tool. This will display summarized program information in the form of maps, tables and graphics on specific geographies across the United States giving a complete view of the programs national impact.

The FSP continues to respond to the recommendations from an extensive program evaluation study carried out in 2013 by the Forest Service's Family Forest Research Center at the University of Massachusetts, Amherst. The study utilized existing quantitative and qualitative research results to evaluate the program, including summaries of existing performance metrics, catalogues of State forest stewardship activities, analyses of National Woodland Owner Survey data for understanding how forest landowners use their lands, analyses of forest stewardship activities of forest area trends, and focus groups. Study recommendations are being directly addressed, with the adoption of additional performance elements, to more comprehensively track the program's many educational and technical assistance activities, and implementation of the FSP's National Standards and Guidelines (finalized in 2015). In the future, there will be a renewed emphasis on the educational and technical assistance activities shown by the study to be more cost-effective in reaching more landowners and having farther reaching impacts. The FSP plans to continue performing program evaluations to strengthen program effectiveness and find more creative ways to continue reaching forest landowners.

The FSP will extend the many new, innovative landowners outreach and education tools being developed by the Yale School of Forestry and Environmental Studies Future Family Forest Initiative. In FY 2014 and 2015, the FSP supported a series of Tools for Engaging Landowners Effectively workshops around the country. The Forest Service will continue this outreach approach in FY 2017.

In addition, the FSP will work with Forest Service National Forest System staffs to identify and address opportunities to coordinate landscape based work and make use of the expanded Good Neighbor and permanent Stewardship Contracting authorities. These tools could be leveraged in

key locations to join Federal, State, and private landowner resources to address priority resource management concerns.

### **Past Performance**

In 2015, the Forest Stewardship Program (FSP) convened a team to revise the program standards and guidelines. The new standards more accurately depict the goals and activities of the Forest Stewardship Program and set a consistent, high standard for program delivery nationwide. This revision formalized several technical assistance products to better serve the public in a rapidly changing environment. The implementation of practice plans and other management tools are now described and recognized as methods to provide technical assistance to an increasing number of landowners. The updated standards and guidelines now also describe and formalize the *Landscape Stewardship Plan* approach (a planning effort focusing on program delivery at a landscape scale, including multi-landowner Forest Stewardship Plans – meant to create “economies of scale” for local forest product markets) to more efficiently deliver assistance to more landowners and address natural resource concerns across ownership boundaries. These multi-landowner Forest Stewardship Plans are designed to support rural economies by creating markets for local forest products, enhance and protect water quality and restore forests destroyed by fire and insects.

In FY 2015, the program continued implementation and refinement of the Stewardship Mapping and Reporting Tool (SMART) online spatial mapping tool, which provides the ability to spatially track all program accomplishments with respect to priority areas identified in States’ Forest Action Plan. The use of SMART and the adoption of a SMART Data Quality Assurance Plan (DQA) have resulted in more reliable program performance data for FY 2015. The DQA assigns roles and responsibilities for assuring performance data is consistent with established, improved measure definitions and data collection and monitoring practices.

In 2015, a statistically reliable and nationally consistent monitoring protocol was established in SMART to provide critical information on the implementation of plans and their tie to State Forest Action plans. Several geo-spatial performance elements were added to SMART in FY 2015, allowing the Forest Service to gain a more comprehensive picture of programmatic impact and reach about priority landscapes. These include: acres managed under a variety of practice and management plans, which are supported by the program, but not “approved” Forest Stewardship Plans, and acres being managed under multi-landowner Landscape Stewardship plans.

In addition, the program has broadened implementation and development of Landscape Stewardship plans, whereby the Forest Service is working with State forestry agencies and other partners to maximize program investments. These landscape plans create the foundation for collaboration and partnership among organizations and span multiple ownerships. Resource management challenges – like forest insects and pests, invasive species, economic viability, and protection of water supplies - cross multiple ownerships and are more effectively addressed at the landscape scale. This approach will reach more landowners and lead to better environmental outcomes.

In FY 2015, nationwide, nearly 25 million acres of non-industrial private forest lands were

managed according to active Forest Stewardship Plans. Of this total, nearly 13 million acres are within high priority landscape areas, as identified in State Forest Action Plans. An additional 2.5 million acres were managed under Landscape Stewardship Plans and 5.1 million acres were managed under a variety of management plan types supported by the program, but not officially approved Forest Stewardship Plans. These plans are in many cases precursors to more comprehensive Forest Stewardship Plans that meet the established national standard. Monitoring results for FY 2015 confirm over 11 million acres covered by Forest Stewardship Plans that occur in state defined priority areas are being managed as recommended. Additionally, FSP supported outreach to approximately 507,000 landowners in FY 2015, which includes 142,000 active Stewardship Plans and 365,000 landowners involved in other outreach activities, such as one-on-one technical assistance, participation in field days, field-based events, and classes.

The Forest Service will continue working with States to focus program investments where multiple resource outcomes are more likely, based on State Forest Action Plans. Performance is expected to improve as the Forest Service and States implement recently adopted Landscape Stewardship approach, which includes the development of multi-landowner, landscape scale Forest Stewardship Plans. Program performance and impact within priority areas is increasing.

## **Program Description**

### Program Overview

The FSP is the principle Forest Service program focused on private forest land management and conservation. This program plays a central role in linking private landowners - who own most of our Nation's forests - with available assistance resources to address our most pressing resource management concerns. Program assistance is provided to landowners through a national network of forestry technical assistance providers, primarily State forestry agencies, in the form of comprehensive, multi-resource Forest Stewardship Plans and a variety of educational and technical assistance programs and activities. This program also serves as a way landowners can gain access to other forms of assistance and incentives, including reduced property tax rates, certification, and financial (cost-share program) assistance. The program is focused on delivery improvements, as demonstrated by the recently adopted Landscape Stewardship approach. The Forest Service is working with State forestry agencies and other partners to maximize program investments by linking individual landowner's objectives to those of surrounding landscapes, and supporting the development of multi-landowner, landscape-scale Forest Stewardship Plans.

This program helps landowners achieve their forest management objectives. There are thousands of small forest landowners in the United States and many of them struggle to find resources to help them keep their lands healthy and productive. Private forest landowners are also under increasing pressure to sell and sub-divide their forested lands and, as the next generation inherits forest lands, they often do not have the knowledge, skills, or interest in managing them.

Actively managed forests provide timber, wildlife habitat, watershed protection, recreational opportunities, and many other benefits for landowners and communities. More than 60 percent of our Nation's forests are privately owned—and over 350 million acres of these are owned by

small, private, non-industrial landowners, which are the focus of the FSP. Private forestlands provide numerous benefits for the American public and keeping them intact as working forests is critical to maintaining this stream of benefits. For example, private forest lands alone supply almost 30 percent of the surface drinking water to cities and rural communities, provide habitat for 60 percent of all at-risk species in the United States, and provide over 90 percent of all the timber harvested in this country. Private forest lands provide numerous benefits and keeping them intact as working forests is critical to maintaining this stream of benefits.

Investments in FSP help protect these forests and provide support to keep working forests intact, healthy, and productive. Forest Stewardship Plans help to motivate landowners to become more active in planning and managing their forests, greatly increasing the likelihood that their forests will remain intact, productive and healthy, and that the social, economic, and environmental benefits of these lands will be sustained for future generations. The program also helps create jobs in rural communities by sustaining local forest product markets and increasing demand for qualified private forestry consultants, loggers, and State agency field foresters. Additionally, the program helps prepare forest landowners for participation in emerging ecosystem services markets and other incentive programs. Forest Stewardship Plans are required to consider the possible near and long-term impacts of a changing climate, including increased fire risk, invasive species migration, and species range and habitat shifts. Where appropriate and feasible, management plans will include actions to mitigate the adverse impacts of a changing climate.

The Forest Service maintains longstanding partnerships with the Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS), the American Forest Foundation, the National Association of Conservation Districts, and other partners to coordinate and streamline technical and planning assistance delivery and better address diverse landowner needs. This includes the deployment of a web-based management plan and spatial accomplishment tracking tool (SMART) to relate program accomplishments to a variety of landscape management objectives. Because of its unique role in reaching and assisting private forest landowners, and the fact that the majority of America's forests are privately owned, the FSP is critical to fulfilling the Secretary's all-lands vision for healthy and resilient forests.

The FSP supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. FSP also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigating wildfire risk, and conserving open space. Additionally, we achieve Forest Service goals of delivering benefits to the public, such as providing abundant clean water and strengthening communities; and applying knowledge globally by exchanging natural resource expertise and transferring technology and applications.

#### Allocation and Integration

Funding for the FSP is allocated to Forest Service regions, the Northeastern Area and the International Institute of Tropical Forestry based on statewide comprehensive program potential and cumulative program impact within priority landscape areas. Priority landscape areas are delineated in State Forest Action Plans. Program impact is primarily measured by the number of

acres within high priority landscape areas being managed according to active Forest Stewardship Plans as confirmed through a statistically valid field monitoring program. States greatly enhance program impact by integrating programs and leveraging partnerships to target high priority areas, maximizing Federal program investment. This approach supports both the Secretary of Agriculture's all-lands vision and the Administration's emphasis on integrated, place-based program delivery.

### Partnerships

All FSP activities are coordinated with and delivered through State and Territorial forestry agencies; thus, the program leverages substantial non-Federal financial and human resources. States are required to provide a minimum 1:1 match for Federal funds, but most far exceed this level. For example, in FY 2015, the FSP provided nearly \$15 million in grants to States and other partners that were matched on average 2:1 with cash and in-kind contributions.

Partnerships remain a critical feature through which FSP assistance and programs are implemented. The Forest Service continues to expand its partnership with the American Forest Foundation (AFF) to include several additional landscape restoration areas. AFF Woodland Center Impact Projects include: Landscape restoration of Upper Monument Creek in Colorado, Black Hills Conservation Leaders Group in South Dakota, the Clearwater Basis Collaborative in Idaho, and building community resilience to wildfire on the east face of the Elkhorn Mountains of Northeastern Oregon. Within all of these project impact areas the Forest Service and AFF are working together to develop innovative place-based landowner outreach and engagement strategies to encourage and inform forest landowners who have not historically benefitted from USDA technical assistance or conservation programs.

In 2015, the Forest Stewardship Program initiated a new partnership with Rural Voices for Conservation Coalition. This collaboration is helping bridge public and private interests for sustainable natural resource management and economic resilience. The coalition is comprised of local, regional, and national organizations that have joined together to promote new approaches to the ecological and economic problems facing natural resource dependent communities across the US. With a focus on finding and promoting practical solutions through collaborative, place-based work, the coalition helps the public recognize the inextricable link between the long-term health of the land and the well-being of communities.

The FSP continues to provide funding for the Chesapeake Bay Watershed Forestry program for ecosystem restoration activities, because the Chesapeake is the Nation's largest estuary and a high priority for Federal investment to improve water quality improvement. In executing this program, the Forest Service works closely with State and Federal partners and other organizations in the Chesapeake Bay program to implement forest stewardship, restoration, and conservation actions that contribute to overall watershed health, and specifically to water quality. This program helps improve coordination in the installation of riparian forest buffers to protect water quality, and provides educational and technical assistance to partners at all levels.

The Forest Stewardship Program administers forestland-related activities within the NRCS Conservation Reserve Program (CRP). These activities stabilize soil, enhance wildlife habitat,

sequester carbon and trap agricultural nutrients by planting and growing trees. Currently, we are examining expanding the list of activities to offer more restoration activities to the public. In 2015, an effort to evaluate and expand CRP riparian buffers in the Chesapeake Bay region will commence. This five-state project is aimed at increasing water quality by reducing sediment and nutrient delivery to surface waters.

The FSP also provides funding in support of the NRCS to support the National Agroforestry Center, which successfully transfers sustainable agroforestry technologies to thousands of land management professionals. In 2015, the center partnered with University of Minnesota and University of Missouri to conduct workshops to train professionals in agroforestry techniques. Additionally, they hosted the five-day North American Agroforestry Conference in Ames, Iowa. The center, a multi-agency USDA partnership, is focused on three primary outcomes: (1) increase the adoption of agroforestry practices to improve water, soil and air quality; sustainable agriculture; product diversity and rural wealth; (2) create tailored, science-based agroforestry tools that can be used by landowners to address complex environmental, economic, and social conditions across all lands; and (3) integrate agroforestry into USDA programs and policies.

Through its Rural Forestry Assistance component, FSP also supports the National Center for Reforestation Nurseries, and Genetic Resources. The team leverages expertise within State & Private Forestry and Research & Development to provide technical assistance to Federal, State, Tribal, Territorial, and private nurseries, supplying them with the latest science-based information and supporting an extensive network for seedling production. This national center focuses primarily on six strategic areas: (1) provide leadership in reforestation, conservation, and restoration, (2) maintain technical expertise in growing and planting adapted seeds and seedlings, (3) expand the use of native plants, (4) assist underserved communities, (5) streamline and leverage resources, and (6) conserve and assure the proper use and development of genetic resources. Currently, the team members are working on national, interdepartmental teams to address the President's Memo on Pollinators and the Federal Native Seed Strategy (June 2014).

The FSP also provides support to innovative committees and teams that help streamline and develop technical resources, program guidance, and efficient business practices in support of private forest management. The Joint Forestry Team is a collaboration of the Forest Service, NRCS, National Association of Conservation Districts, and the National Association of State Foresters. Its purpose is to enhance the coordination of the interagency delivery of forestry and conservation assistance for working forests, farms, and ranches. The team seeks to improve the sustainability of the Nation's forests in order to provide optimum levels of public benefits and ecosystem services. The Joint Forestry Team accomplishes this by determining where improvements may be made by removing overlap and duplication within programs and proposing actions to leadership. For example, team members manage the Two Chiefs Partnership Awards, which honor groups and individuals for outstanding efforts in conservation and forest stewardship. The Joint Forestry Team also provides input on the Two Chiefs' Joint Landscape Restoration projects, a multi-year partnership between the U.S. Forest Service and the NRCS to improve the health and resiliency of forest ecosystems where public and private lands meet across the Nation.

FSP helps support the Forest Resource Coordinating Committee, which was established in the Food, Conservation, and Energy Act of 2008 (Pub. L. No. 110-246). The purpose of this committee is to provide direction and coordination of actions within the USDA, State agencies and the private sector to effectively address national priorities for private forest conservation. It focuses on three key areas: 1) conserve and manage working forest landscapes for multiple values and uses; 2) protect forests from threats, including catastrophic wildfires, hurricanes, tornados, windstorms, snow or ice storms, flooding, drought, invasive species, insect or disease outbreak, or development, and restoring appropriate forest types in response to such threats; and 3) enhance public benefits from private forests, including air and water quality, soil conservation, biological diversity, carbon storage, forest products, forestry-related jobs, production of renewable energy, wildlife, wildlife corridors and wildlife habitat, and recreation. In FY 2015, the Forest Resource Coordinating Committee developed outreach and communication strategy to engage partners in the protection, conservation, and enhancement of private forests. The Committee is currently creating targeted outreach to engage federal and state agencies, non-profits, professional associations and new partners to build support for their current recommendations and inform future recommendations. These recommendations are publically available at: <http://www.fs.fed.us/spf/coop/frcc/>.

Forest Legacy Program

Budget Line Item	Forest Legacy Program				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest Legacy Program					
Annual Appropriations	\$53,000	\$62,347	\$62,347	0	0%
<b>Forest Legacy Program Total</b>	<b>53,000</b>	<b>62,347</b>	<b>62,347</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	27	27	27	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>27</b>	<b>27</b>	<b>27</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Forest Legacy Program</b>						
Acres of environmentally important forests protected from conversion (Annual accomplishment for Discretionary funds)	87,927	34,715	90,000	106,369	95,000	95,000
Acres of environmentally important forests protected from conversion (Annual accomplishment for Mandatory funds)	0	0	0	0	0	55,000
Acres of environmentally important forests protected from conversion (Cumulative)	2,362,577	2,410,512	2,617,577	2,504,259	2,599,589	2,749,589
Parcelization of forests avoided (number of parcels prevented) (Discretionary funds)	2,854	4,123	2,846	3,647	5,328	5,441
Parcelization of forests avoided (number of parcels prevented) (Mandatory funds)	0	0	0	0	0	3,208

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$62,347,000 in discretionary funds, the same as the FY 2016 Enacted Budget. An additional \$37,653,000 of mandatory funding is proposed to be transferred from the Department of the Interior for a combined total of \$100,000,000.

The President’s Budget proposes to permanently authorize annual mandatory funding, without further appropriation or fiscal year limitation for the Department of the Interior and Agriculture Land and Water Conservation Fund (LWCF) programs beginning in FY 2018. The Budget proposes \$900 million in total LWCF funding, comprised of \$550 million in mandatory and \$350 million discretionary funds. The amounts requested include the authorized levels for the Department of the Interior and Agriculture.

In planning for FY 2017, 33 States and 1 Territory submitted 51 proposed projects, totaling more than \$152,000,000. Funding is provided to highest priority activities that can demonstrate performance in a transparent manner. FLP projects are located in Priority Areas or Forest

Legacy Areas identified in Forest Action Plans. In FY 2017, 34 projects are proposed for funding. Refer to the *FY 2017 Forest Legacy Program Proposed Projects* at the end of this section. The FY 2017 program targets include new measures for the acres of environmentally important forests protected from conversion using mandatory funds and parcelization of forests avoided using mandatory funds.

The FLP supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The FLP also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through conservation of open space and the Forest Service strategic goal of delivering benefits to the public through strengthening our communities.

### **Past Performance**

Since the FLP was authorized in 1990, a total of 2.49 million acres have been protected across the country. These acres include approximately 169,250 acres of water bodies and 3,288 miles of streams. In FY 2015, the FLP completed 15 transactions, leveraging \$21,360,000 of Federal funds with \$37,563,000 of partner funds to protect a total of 78,888 acres. Forest Legacy projects keep working forests intact and help provide public access for recreation opportunities, a key Administration objective. For example, the McArthur Lake addition project in Idaho is an acquisition of a conservation easement on 6,847 acres of highly productive timberland that supports the local forest products industry. The project is located within and adjacent to the internationally recognized McArthur Lake Wildlife Corridor (MLWC). This project creates an important connection between public lands in the Selkirk and Cabinet Mountains on either side of the project.

In FY 2014, we identified an emerging challenge in the FLP program related to the lack of qualified appraisers in some parts of the country. This remained true in 2015. The Forest Service currently supports one Senior Review Appraiser to help address program needs. The program is also able to meet some of this need using field unit appraisal staff, but there are limits to what can be provided given their workloads and being responsible for other programs. To meet the oversight responsibility of completing timely Quality Assurance Inspections of participating States' appraisals and appraisal processes the Forest Service has entered into a contract. This approach is a good short-term solution, but we continue to seek a long-term solution to ensure we effectively exercise this important oversight responsibility. The Forest Service is currently evaluating options to address these challenges, which may include hiring an additional Review Appraiser who could provide assistance to partners and conduct Quality Assurance Inspections to ensure we can perform this critical oversight function.

The Forest Service has been engaged in a multiple-year effort to update the program implementation Guidelines to provide clear information to partners resulting in more efficient program implementation. The focus of the updated Guidelines is on improved examples, commentary and explanations of program requirements and program implementation. We have worked with our participating State partners in developing these improved Guidelines and they have helped ensure that we have crafted a valuable program delivery tool. We anticipate implementing these final Guidelines in FY 2016.

## **Program Description**

### Program Overview

The Forest Service is able to protect critical forest landscapes threatened by land conversion through FLP. These lands are protected through conservation easements and fee-simple purchases with partners, such as State agencies, private landowners, and other conservation partners (e.g., The Nature Conservancy, The Trust for Public Land, The Conservation Fund and other local/ regional conservation organizations). Projects are evaluated by a panel to fund the highest priority land conservation areas. Funds for the FLP are provided through the Land and Water Conservation Fund.

More than 50 percent of forests nationwide are privately owned. Family forest owners and timber companies (including Timber Investment Management Organizations (TIMOs) and Real Estate Investment Trust (REITs)) are facing increasing pressure to sell, subdivide, and develop their land. Protection of private forests through the FLP helps provide private landowners with a conservation option. Intact private forest lands provide a multitude of benefits for the American public, including places to recreate and enjoy nature; provide jobs and forest products like wood and paper; and protect habitat for fish and wildlife. The FLP helps mitigate development in the wildland urban interface, which reduces community exposure to wildfire danger and maintains open space, thus increasing the likelihood of firefighter success in defending property. Additionally, keeping forests intact helps reduce threats from development and land use conversion, strengthens the capacity of our forests to serve as greenhouse gas sinks, mitigates the effects of climate change, and provides habitat for at-risk species. Conservation across a landscape, rather than focusing solely within ownership boundaries, is essential to address large-scale conservation issues, like protection and restoration of watersheds, reduction of wildfire risk, and protection of at-risk species. The program operates on a willing buyer-willing seller basis and is a non-regulatory, incentive-based land conservation program.

Protection of private forests through FLP maintains a multitude of public benefits and ecosystem services. Eighty-nine percent of all FLP acres are adjacent to other protected lands. Research also shows that approximately 17 percent of human-caused greenhouse gas emissions worldwide are the result of deforestation or conversion of forest land to other uses (Congressional Research Service, *International Forestry Issues in Climate Change Bills*; 2009). Protecting forests from conversion is critical to ensure resiliency to impacts from a changing climate on resource conditions.

### Allocation and Integration

FLP projects are nominated through a two-stage competitive process that includes State-level identification and approval of projects as well as a national review and ranking of these State-nominated projects. This two-tiered review results in high-quality projects that are supported locally and nationally, and a process has become a model for other federally-funded competitive grant programs because of the integrity of the list once it is finalized. Each project is ranked using standardized criteria: (1) importance — public benefits gained from the protection and management of the property, (2) threat — likelihood of conversion to non-forest uses resulting in a loss of forest values and public benefits, and (3) strategic relevance — project fits with a larger

conservation plan, strategy, and initiative, and enhances previous conservation investments. Project management funds are allocated to Forest Service regions based on management needs for the projects.

In FY 2016, the Forest Service is forming a team to evaluate the current project scoring system to determine if the current guidance effectively considers adaptation and mitigation to climate change during project selection. If warranted, this team will develop updated scoring direction.

### Partnerships

More than 2.49 million acres of environmentally important private lands have been protected through FLP. States and landowners are the primary partners, but land trusts and other conservation organizations play a critical role in identifying and completing projects. While the program requires a 25 percent non-Federal match, the program averages a 50 percent non-Federal match.

Cooperative Forestry and the Forest Legacy Program have built on the very successful partnership with the Land Trust Alliance to partner with them to develop a *Diversity in Conservation Internship* utilizing the new Forest Service hiring authority – the Resource Assistant Authority. This partnership will grow new natural resources professionals and provide experience and develop skills of groups underrepresented in the Forest Service but also in the land conservation field in general.

The Forest Legacy Program has secured a very high leverage in its 25-year existence (greater than one dollar in cost-share for each dollar of federal dollars expended). In an effort to ensure that the FLP and conservation partners are able to continue this history of success, the Forest Service has engaged with the Conservation Finance Network to support the first conservation seminar conducted by the Network to focus on outreach and training of federal staff. This partnership also extends to support of the Conservation Finance Bootcamp that provides training to non-profit and government personnel to effectively leverage conservation finance transactions.

### **Fiscal Year 2017 Forest Legacy Program, Proposed Projects**

<b>Priority Rank</b>	<b>State</b>	<b>Project Name</b>	<b>Request</b>
		Administrative Funds	\$6,400,000
1	GA	Altamaha River-Sansavilla Project	5,000,000
2	MT	Whitefish Lake Watershed Project	7,000,000
3	OR	East Moraine Wallowa Lake	900,000
4	FL	Silver Springs Watershed	3,500,000
5	WA	South Puget Sound	6,318,000
6	HI	Ho'omau	2,000,000
7	SC	Gold Branch	2,030,000
8	FL	Wolfe Creek Forest	2,800,000
9	TN	Karst Forest at Grassy Cove	1,350,000
10	UT	Zion-Simon Gulch	2,500,000

Priority Rank	State	Project Name	Request
11	NC	East Fork of French Broad Headwaters Phase IV	4,000,000
12	NH	Beebe River Uplands	2,600,000
13	FM	Yela Valley Watershed	565,000
14	MA	West Quabbin Woodlands	2,895,000
15	MO	Eleven Point Forest	2,000,000
16	HI	Helemano Wilderness Area	2,000,000
17	VA	New River Headwaters	1,320,000
18	NM	Brazos Cliff	3,480,000
19	AL	Coastal Headwaters Forest	3,000,000
20	FL	Gulf Coastal Longleaf Initiative	689,000
<b>Subtotal, Discretionary</b>			<b>\$62,347,000</b>
21	FL	Gulf Coastal Longleaf Initiative <i>-remainder of total recommended funding</i>	1,601,000
22	UT	Coldwater Ranch	3,870,000
23	MS	Pascagoula River	2,340,000
24	VA	Longleaf Pine	4,200,000
25	PA	Northeast Connection	3,255,000
26	WY	Grand Canyon of the Black Hills	4,500,000
27	NY	Fort Ann	710,000
28	VT	Worcester Woods	3,000,000
29	CA	Diamond D Forest	4,350,000
30	IA	Heritage Valley	2,200,000
31	VT	Windham Region	2,380,000
32	AR	Hot Springs Recharge	475,000
33	NJ	Rockaway River Wildlife Management Area	2,185,000
34	WA	East Simcoe Forest	2,587,000
<b>Subtotal, Mandatory</b>			<b>\$37,653,000</b>
<b>Total Funding</b>			<b>\$100,000,000</b>

Community Forest and Open Space Conservation

Budget Line Item	Community Forest and Open Space Conservation				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Community Forest and Open Space Conservation					
Annual Appropriations	\$2,000	\$2,000	\$2,000	0	0%
<b>Community Forest and Open Space Conservation Total</b>	<b>2,000</b>	<b>2,000</b>	<b>2,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$2,000,000 for the Community Forest and Open Space Conservation Program (CFP), the same as the FY 2016 Enacted Budget.

Based on projects the Forest Service submitted in prior years, we expect to use the FY 2017 funding for 6 to 8 projects. The Agency will continue to monitor previously funded projects and ensure the agency has capacity to continue implementation of this program.

The CFP supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The CFP program also supports the Forest Service strategic goal of sustaining our Nation’s forests and grasslands through the conservation of open space.

**Past Performance**

The CFP was authorized in FY 2008, the final rule was issued in FY 2012, and grants for the first ten projects were also issued in FY 2012. In four fiscal years, 27 grants have been funded and 12 projects were completed. Since the inception of CFP, the Forest Service has established or expanded 15 community forests, providing established or expanded important community benefits. The total acreage of the 15 completed projects is more than 8,000 acres.

Among the projects completed in FY 2015 is the Rensselaer Community Forest project (<http://www.dec.ny.gov/press/101455.html>), located on New York’s Rensselaer Plateau. This 350-acre project was funded in FY 2014 and no time was wasted pulling together and closing the project. The community and their partners, including the New York Department of Environmental Conservation, met at the forest on Earth Day 2015 to celebrate this accomplishment. This community forest will provide important recreational and educational opportunities and conserves wildlife habitat located in an important watershed. This acquisition is truly a story of partnerships, both to acquire the land and as part of the long-term use and management. These partnerships span the full range of government, industry, academic, not-for-profit, and recreational and community partners. The growing list of partners includes: the New

York State Department of Environmental Conservation, Dyken Pond Environmental Education Center, Grafton Lakes State Park, the Sage Colleges, Rensselaer Polytechnic Institute, Rensselaer Land Trust, Empire State Forest Products Association, New York Logger Training, New York Forest Owners Association, Saratoga Mountain Bike Association, and the Rensselaer Plateau committee of community members.

During implementation of the first round of projects, it became apparent the rule for implementing the program contained significant challenges for grantees that impacted the program's overall success. In light of these challenges, the Forest Service began to update the rule to improve program implementation and administration. Working closely with partners and stakeholders, revisions to the rule were made to adjust requirements and clarify language within CFP. Specific revisions were made to allow CFP grantees to take advantage of additional funding sources as match to Federal funds, as long as the requirements of those funds are consistent with the intent and purposes of the Community Forest Program. Additional revisions were aimed at reducing the administrative burden for applicants by eliminating the draft community forest plan from the application process and requiring only those applicants who are selected for funding to fill out additional grant paperwork, instead of all applicants. These changes to the rule are expected to increase the number of applicants requesting the program, as well as increase the agency's efficiency in ensuring these important forests are protected in perpetuity. A final rule is anticipated in FY 2016 and program staff will apply the revised rule to current and future projects.

## **Program Description**

### Program Overview

The CFP achieves community benefits through grants to local governments, Tribal governments, and qualified non-profit organizations to establish community forests by acquiring and protecting forestlands. Community benefits under CFP include, but are not limited to: (1) economic benefits of sustainable forest management, including forest products, jobs, recreational opportunities, and clean drinking water, (2) environmental benefits, including clean water and wildlife habitat, (3) educational benefits from forest-based programs, including vocational and environmental educational programs, (4) benefits from serving as replicable models of effective forest stewardship for private landowners, (5) recreational benefits, including hunting and fishing, and (6) public access benefits. This program promotes protection and enjoyment of the Nation's outdoor heritage by empowering people and communities to protect and restore places they cherish. It plays a key role in the President's America's Great Outdoors Initiative by connecting people to the outdoors where they live. Community forests are special public places that promote health, provide a place to find quiet and solitude, and generally improve quality of life.

The Federal contribution to the project cannot be more than 50 percent of the total project cost. Cost sharing provides key opportunities to increase financial capacity and promotes local investment, allowing communities to actively participate in sustainable management of their local forests.

The CFP complements, but is not duplicative of, the Forest Legacy Program (FLP) and the Urban and Community Forestry Program (U&CF). CFP is focused on creating community forests through land acquisition, as opposed to FLP which protects at-risk forests through easements and land purchase. While a few projects may align with the intent of both programs, most projects will qualify for only one. Also, unlike U&CF which builds capacity for communities to develop and implement urban forestry programs, CFP is a land protection program. The program provides another tool to those entities that have demonstrated a sustained commitment to community forestry.

### Allocation and Integration

Funding in support of CFP projects is distributed through competitively awarded Federal grants to qualified entities. Projects are selected by a diverse panel of experts based on specific selection criteria, which includes: community benefits provided by the project, degree of public participation in project development, strategic contribution of the project to landscape conservation, and threat of conversion to non-forest uses, like urban or sub-urban development. While all federally recognized Indian tribes are eligible to apply to CFP and receive grants, only four have applied and two have received grants and completed projects. Since the program began, we have continued seeking avenues to outreach information to eligible entities including Tribes. In FY 2015, we focused resources on developing an efficient and targeted outreach strategy with the goal of increased interest and applications from Tribes.

### Partnerships

The CFP has received and continues to receive support from State and local governments, Tribal governments, land trusts and other conservation organizations, and communities. Though not required, some State forestry agencies provide assistance to applicants in the development of their applications. In the case of one funded project, two non-profits and a Tribe worked closely together to develop a project and the application even though the non-profit organizations will not hold title to the community forest. The degree of community and partner support for the program is evident from the project cost-share dollars, currently averaging a 60-percent match above the 50-percent cost share requirement.

In FY 2016, the Forest Service will develop a guide to effectively provide partners with the information included in the current rule (and updated rule when published) document and provide examples and explanations so that an entity applying to the program can understand the full process from project development to project completion. The goal is to provide partners and the public with clear information that is accessible and understandable and ultimately result in more efficient program implementation.

Urban and Community Forestry

Budget Line Item	Urban and Community Forestry				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Urban and Community Forestry					
Annual Appropriations	\$28,040	\$28,040	\$23,686	-\$4,354	-16%
<b>Urban and Community Forestry Total</b>	<b>28,040</b>	<b>28,040</b>	<b>23,686</b>	<b>-4,354</b>	<b>-16%</b>
Annual Appropriations FTEs	49	49	49	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>49</b>	<b>49</b>	<b>49</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Urban and Community Forestry</b>						
Percentage of people living in communities managing programs to plant, protect, and maintain their urban and community trees and forests.	47.0%	47.4%	47.0%	48.0%	47.0%	48.0%
Percentage of people living in communities developing programs and/or activities to plant, protect, and maintain their urban and community trees and forests.	31.2%	27.4%	31.0%	30.5%	31.0%	30.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$23,686,000 for the Urban and Community Forestry (U&CF) program, a decrease of \$4,354,000 from the FY 2016 Enacted Budget.

U&CF has been consistent in successfully delivering a technical and financial assistance program through State Forestry Agencies by developing and enhancing urban forestry programs - and the number of communities assisted through the U&CF program continues to increase. Communities are actively managing urban forestry programs by leveraging partnerships and generating local investments.

With the funding decrease, U&CF will modify program delivery to enhance the health, livability and resilience of the Nation’s most populated metropolitan regions. According to regional planning projections<sup>1</sup>, 90 percent of Americans will live in metropolitan areas by 2050. Currently the U&CF national allocation provides a minimum base of fiscal resources to each State, Island, and Territory - followed by a performance-based distribution. The allocation has been effective in enhancing community urban forestry programs and has helped developing programs move to managing programs in both urban and rural communities. With this funding decrease, and as the nation’s metropolitan areas continue to grow, the U&CF Program’s opportunity to benefit the largest populations will be in these geographic regions with large metropolitan areas, requiring a reconsideration of how the U&CF Program allocates resources.

In addition, in recent years, catastrophic events, including fire, ice, wind, insect disease and drought have altered the footprint and challenged the sustainability of the Nation's most critical urban forests. U&CF's five-year strategy focuses on the resilience and sustainability of communities with regard to the pressures of climate, energy, pollution, public health and catastrophic events. Highly-populated areas will experience the greatest strain on ecosystem services. Support to these urban forestry programs will provide a more effective delivery of the U&CF program. Looking ahead and accounting for these changes, U&CF has an opportunity to increase program effectiveness by strategically aligning resources to benefit the nation's highest populated metropolitan regions. These areas will benefit greatly from the social, economic, public health and environmental services of urban trees and forests. In addition, previous program investments in performance data, science and research tools will be used to educate and inform the urban forest health and wildfire risks associated with the sprawl of metropolitan landscapes.

### **Past Performance**

In FY 2015, U&CF served more than 200 million people in over 7,700 communities across the U.S. through the development and maintenance of local urban forestry programs. Working in partnership with State forestry agencies and other partners, U&CF promoted science-based management of urban forest resources in communities in all 50 States, the District of Columbia, U.S. Territories and affiliated Pacific Island Nations.

States determine the priorities for U&CF program delivery unique to their geographic and community needs. For example, the Arizona State Forestry Division provided a U&CF grant to promote the use of edible trees with the Iskashitaa Refuge Network, which helps refugees learn about American culture while teaching their knowledge of collecting and using cultural fruits like dates, purslane and jujube, familiar staples in their home countries. The State also provided a grant to the Linking Edible Arizona Forests Network to create and maintain a network of sites and people involved with planting, conserving, and harvesting edible trees in Arizona. With U&CF support, the Missouri Department of Conservation and the Kansas Forest Service enabled the Mid-America Regional Council, a regional planning association for the bi-State, nine-county Kansas City area, to conduct a regional forest assessment. The Mid-America Regional Council, then worked with local communities to develop a regional forest policy framework to guide future management. In Maine, the State Department of Natural Resources created a new educational video about the City of Portland's urban forests to educate the public about the history, cultural value, and environmental and economic contribution of Portland's urban and working forest resources.

In addition, in FY 2015, the U&CF program supported high-priority activities that contribute to the agency's national strategic goals. For example, U&CF continued to support the *Urban Waters Federal Partnership* to restore degraded urban waterways and revitalize underserved communities. This innovative Federal partnership aims to stimulate regional and local economies, create local jobs, improve quality of life, and protect Americans' health by revitalizing urban waterways in under-served communities across the Nation. The *Urban Waters Federal Partnership* contributes to actions in the Administration's *Climate and Natural Resources Priority Agenda*, the *USDA Environmental Justice Strategy*, and the *Forest Service Public-Private Partnership Strategy*. The Forest Service works across all deputy areas to lead

interagency coordination in *Urban Waters Federal Partnership* locations, including Baltimore, Northwest Indiana, Denver, Seattle, Los Angeles, and the greater Philadelphia metropolitan region. In FY 2015, the *Urban Waters Federal Partnership* published a national Urban Waters Partnership Handbook, which documents best practices learned through the partnership's place-based work in 19 cities. In Baltimore, where the Forest Service co-leads the local Urban Waters Partnership, the agency published a "Green Pattern Book" which is used by the City of Baltimore to help neighborhoods convert vacant lands to parks, gardens, urban forests and other community uses.

To augment the Urban Waters effort, in FY 2015 U&CF partnered with the National Fish and Wildlife Foundation to support community grant-making for volunteer-led projects to revitalize urban watersheds. To-date, this partnership has resulted in \$23.9 million in public and private support for projects that improve neighborhoods, restore watersheds, and enhance the health of community forests, while leveraging \$8 in non-Federal support for every \$1 of federal support contributed. In FY 2015, 64 projects were supported nationwide, in which local grantees will perform stream restoration, remove invasive species, install green infrastructure for stormwater management, provide for urban bird habitat, and a variety of other actions. For example, the El Paso Community Foundation received a grant which will enable the community to conduct i-Tree analysis and demonstrate green stormwater solutions to residents in a flood prone neighborhood.

In FY 2015, in support of USDA's Building Blocks for Climate Smart Agriculture and Forestry, U&CF partnered with the Arbor Day Foundation's Energy Saving Trees program to promote urban tree planting and care to result in reduced energy consumption, avoided emissions, and carbon sequestration. Since inception in 2011, this innovative voluntary program has delivered 125,000 young shade trees to utility customers to increase tree canopy on private land. Urban trees provide a host of benefits, including reduced utility bills. For example, research has found that just three strategically placed trees can decrease utility bills by 50%<sup>17</sup> and properly placed trees can reduce cooling costs by 30 percent. Shading an air conditioning unit can increase its efficiency by 10 percent.<sup>18</sup>

In FY 2015, the National Urban and Community Forestry Council engaged over 800 stakeholders and professionals to develop a national 10 year action plan to address needs and gaps in the field of urban and community forestry. The action plan will be used by the Forest Service, States, and other partners in the urban forestry sector to coordinate and align resources around shared goals. Some of the key priorities identified in the plan include: informing local and regional planning processes, enhancing public health and wellness, strengthening community resilience, improving urban forest health and biodiversity, fostering youth engagement, diversifying the future workforce, and more. The action plan provides important strategic guidance that will inform U&CF program priorities and emphasis areas moving into the future. Revised program guidelines for the U&CF Program were approved in FY14 and have been successfully implemented by State partners, allowing for greater flexibility in how States deliver

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<sup>17</sup> America 2050 <http://www.america2050.org/>

<sup>18</sup> Nebraska Forest Service. "Simply trees: tress for energy conservation". Journal Star. March 2011. Web. [http://journalstar.com/lifestyles/home-and-garden/article\\_97da4ef8-9dcf-5f1f-af9c-59ac2d2baee5.html](http://journalstar.com/lifestyles/home-and-garden/article_97da4ef8-9dcf-5f1f-af9c-59ac2d2baee5.html)

key program functions – for example, via public-private partnerships. The program continues to update its accomplishment reporting system, and in FY 2015 began collecting information about landscape scale restoration activities supported through the U&CF program. In FY 2015, U&CF contributed toward joint efforts within Cooperative Forestry to evaluate programs, set future strategies, and develop and improve metrics to track program performance and outcomes. In FY 2015, Cooperative Forestry conducted a field-based review of Regions 1 & 4 and began work to develop a strategic direction document to guide Cooperative Forestry as a whole. Also, in partnership with the National Association of State Foresters, Cooperative Forestry began a process to develop metrics across multiple programs.

## **Program Description**

### Program Overview

Americans benefit from the many services provided by well-managed urban forests, including improved human health and wellbeing, green jobs, energy conservation, improved air and water quality, enhanced property values, carbon sequestration, recreation opportunities, and wildlife habitat.

The U&CF program assists cities, suburbs, and towns across the country to improve the health and management of urban forests, so communities fully benefit from the services trees provide. U&CF program investments are critical to reaching a majority of Americans in order to connect them to their natural heritage and ensure that our Nation’s public and private forests remain relevant to the next generation—over 83 percent of the Nation’s population live in urban areas and there are over 130 million acres of urban forest lands in the U.S. The U&CF program enhances community forests and green space, enriching opportunities for people to experience nature in their own neighborhoods. The benefits to people, especially in minority or underserved communities with health disparities, can be enormous. Research shows that kids exposed to more green spaces and natural scenery at school are able to sustain longer attention spans and display stronger working memory<sup>19</sup>, skills which benefit academic performance. Neighborhoods with higher tree canopy may even enhance pregnancy outcomes, as research suggests higher birth weights are associated with greener neighborhoods<sup>20</sup>.

The U&CF program leverages State and other partner resources to ensure that communities across the country have the tools and tested knowledge to sustainably manage their urban forests and the economic, environmental, and health benefits they provide. For example, through the U&CF national cost-share challenge grant program advised by the National Urban and Community Forestry Council, the Forest Service is providing support to research and education to enhance understanding of trees’ role in green infrastructure for stormwater management. The City of New York will test the effects of pairing porous pavement and structural soil systems on street tree health compared to traditional washed stone base and paving. The program is also providing support for the University of California Cooperative Extension to evaluate tree

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<sup>19</sup> Payam Dadvand, Mark J. Nieuwenhuijsen, Mikel Esnaola, Joan Forn, Xavier Basagaña, Mar Alvarez-Pedrerol, Ioar Rivas, Mónica López-Vicente, Montserrat De Castro Pascual, Jason Su, Michael Jerrett, Xavier Querol, and Jordi Sunyer. “Green spaces and cognitive development in primary schoolchildren” PNAS 2015 112: 7937-7942.

<sup>20</sup> Donovan GH, Michael YL, Butry DT, Sullivan AD, Chase JM. 2011. Urban trees and the risk of poor birth outcomes. Health Place 17:390–393; doi: 10.1016/j.healthplace.2010.11.004.

survival, growth and condition in stormwater facilities to develop a standardized monitoring protocol for trees in stormwater facilities. Funding for the Ohio-Kentucky-Indiana Regional Council of Governments will be used to develop a guide for localities about integrating trees into stormwater management design and policy. In addition, the Forest Service will provide support to the Morton Arboretum to develop new tools and maps focused on identifying communities underserved by urban forest green infrastructure, to better assist communities in planning for equitable distribution of environmental services.

As cities increase the use of green infrastructure to augment stormwater management techniques, a growing job sector is being created. The City of Philadelphia estimates that the city's \$1.6 billion investment in greener stormwater infrastructure will generate 15,266 "green collar" jobs and nearly \$7.4 billion in sales through the green stormwater infrastructure supply chain.<sup>21</sup> In addition, Forest Service research has found that street trees in Minneapolis, Minnesota save \$9.1 million in stormwater treatments annually.<sup>22</sup> The U&CF leverages State and other partner resources to ensure that communities across the country continue to protect and their urban forests and the economic and health benefits they provide. For example, U&CF is partnering with the American Planning Association to assess opportunities to inform regional scale planning to achieve landscape-scale conservation goals, defined by local communities.

The U&CF program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The U&CF program also supports the Forest Service strategic goal of delivering benefits to the public through connecting people to the outdoors.

### Allocation and Integration

This program allocates funds based on performance, tracked in a web-based accomplishment reporting system, which now provides 10 full years of consistent reporting data. Allocations target communities that have established one or more of the following: (1) professional urban forestry staff, (2) tree ordinances, (3) urban forest management plans, or (4) tree boards or advisory organizations.

The U&CF program is well integrated with other Forest Service programs. For example, the Urban Waters Federal Partnership is delivered in partnership by U&CF with Forest Service Research and Development and the National Forest System. Landscape scale partnerships integrate the resources of U&CF with Forest Stewardship and other FS programs. U&CF contributes to the USDA Urban Agriculture Working Group and partners with the National Agroforestry Center to identify emerging needs in urban agriculture, relevant to the Forest Service mission. The U&CF and Forest Health Management programs work together to survey and monitor conditions of urban forests' health, including the early detection and response to invasive insect pests such as emerald ash borer and Asian longhorned beetle.

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<sup>21</sup> American Rivers and Alliance for Water Efficiency, *Creating Jobs and Stimulating the Economy through Investment in Green Water Infrastructure* (2008)

<sup>22</sup> "City of Minneapolis, Minnesota Municipal Tree Resource Analysis." Center for Urban Forest Research, USDA Forest Service, Pacific Southwest Research Station, June 2005.

U&CF works with Forest Service Research & Development to develop, disseminate, and support i-Tree, a public domain, peer-reviewed software suite that provides urban forestry analysis and benefits assessment tools. To-date, over 12,000 users in 50 States and 120 countries have used i-Tree tools to help communities of all sizes strengthen urban forest management and policy efforts by quantifying the environmental services that trees provide and the structure of the urban forest. i-Tree provides an innovative watershed hydrologic modeling application and includes the ability to calculate human health benefits acquired from trees. The software offers smart phone and tablet friendly data collection methods. Major cities across the country are using i-Tree to inventory and analyze the benefits of their urban forest as a decision-support tool. For example, the City of Pittsburgh developed a master plan to expand its urban tree canopy after i-Tree calculations showed the city's trees provided a monetary benefit three times greater than the annual cost of upkeep.

### Partnerships

The U&CF program is delivered in partnership by State forestry agencies, with cooperation from other Federal agencies, local governments, community organizations, volunteers and other partners. State programs leverage the Forest Service investment with non-Federal support to deliver financial and technical assistance to communities, often providing at least a 2:1 match for the Federal funds.

To achieve program priorities, U&CF is also working with the National Urban and Community Forestry Advisory Council, which advises the Secretary of Agriculture on urban forestry issues. This 25-year-old Federal advisory council is constantly refreshed to provide cutting edge perspective that helps the U&CF program stay relevant to emerging trends in urban forestry and urban sustainability.

Additional key partners include the USDA National Agroforestry Center, The Conservation Fund, Sustainable Urban Forest Coalition, National Association of Regional Councils, National Academy of Sciences, Arbor Day Foundation, American Forests, the Nature Conservancy, the American Planning Association and other national partnership organizations.

International Forestry

Budget Line Item	International Forestry				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
International Forestry					
Annual Appropriations	\$8,000	\$8,000	\$8,000	0	0%
<b>International Forestry Total</b>	<b>8,000</b>	<b>8,000</b>	<b>8,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	43	43	43	0	0%
<b>Total Full-Time Equivalent (FTEs)</b>	<b>43</b>	<b>43</b>	<b>43</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$8,000,000 for the International Forestry program, level with FY 2016 Enacted Budget. The Forest Service will conduct its highest priority international work under existing authorities and in partnership with other Federal agencies whose missions are more centrally focused on international development.

**Program Description**

Program Overview

The Forest Service Office of International Forestry Programs promotes sustainable forest management overseas and brings important technologies and innovations back to the United States. Effective forest management at the global level is necessary to protect American trade interests—such as the ability of domestic timber producers to compete on a level playing field—and to ensure the sustainability of critical domestic and foreign natural resources. Forest management policy discussions routinely tackle complex issues such as: trade, American competitiveness, climate change, economic growth, preventing illegal logging, and national security. The program also addresses several critical domestic natural resource conservation issues, including protecting the Nation from invasive species as well as conserving habitat for migratory species of high importance. International Forestry maintains programs in the following areas:

Climate Change – International policy discussions on climate change have increased the focus on the role of forests and grasslands in greenhouse gas mitigation, as evidenced by the inclusion of the forest sector in the 2015 Paris Agreement on Climate Change. Developed countries are considering how best to include the land sector in greenhouse gas reduction commitments. In developing countries, a coordinated effort to reduce deforestation, called Reduce Emissions from Deforestation and Forest Degradation is gaining momentum. International Forestry works closely with the Department of State and other Federal government agencies in the international policy arena to: engage in a worldwide forest

restoration network to strengthen efforts to rehabilitate degraded land for carbon sequestration, as well as other economic and social benefits; contribute technical expertise to climate change negotiations; and participate in forest management and policy discussions. A good example is our ongoing work with the MegaFlorestais group, a network of forest agency leaders from the 12 largest forested countries. The group advances international dialogue and exchange on forest governance and public forest agency reforms—with a focus on climate change.

Combatting Illegal Logging – Worldwide trade of forest products is estimated to exceed \$1 trillion per year, approximately 15 percent of which is from illegally harvested wood. The artificially low price of the illegal harvest leads to an imbalance in which world markets cannot equally participate. This imbalance undercuts the competitiveness of domestic forest products companies who are following policies and regulations, resulting in the loss of jobs in the United States. One of the major problems in policing illegal logging worldwide has been the difficulty in identifying wood species, especially tropical wood species. Identification is complex because of the sheer number of species and the difficulty in tracing illegally harvested wood. The FY 2017 Agency Request allows for maintenance level support for this work.

Protecting Forests from Invasive Species – Protecting the American economy from damage by invasive forest species involves facilitating collaboration among scientists to identify and use biocontrol agents on pests, which is more effective and economical than traditional methods. We collaborate with partnering agency scientists and land managers with counterparts in those countries where invasive species originate. Without international collaboration, we cannot effectively control pests already in the United States and prevent further introductions. One of our efforts addresses one of the most destructive invasive forest pests, the emerald ash borer (EAB). The goal is to understand why the EAB is so resilient and pervasive, so land managers can predict and prevent potential future outbreaks by related wood boring beetles. The partnership was formed between the Forest Service's Northern Research Station, the USDA, the USDA Agriculture Research Service (ARS) and the Chinese Academy of Forestry. With support from International Forestry, the team has been working to find natural enemies of EAB in its native range. Two locations with different forest types were selected in China and specimens of key natural enemies, primarily egg and larval parasitoids, were collected and evaluated for their potential use in biological control programs. The work resulted in breakthroughs from ARS scientists who found three natural enemies of the EAB. The FY 2017 President's Budget allows for maintenance level support for this work.

Conserving Migratory species that are declining or at risk – Many domestic organizations, including environmental groups, private citizen groups, and governmental and nongovernmental agencies, together invest millions of dollars in protecting habitat for listed and at-risk migratory species. The current state of migratory species conservation is dire, with approximately 64 percent of neotropical species in decline. The American public cares about these birds, bats, butterflies and dragonflies which often spend the winter in Latin America and the Caribbean. Our work protects habitats in these areas, ensuring the large Federal investment in domestic conservation is complemented by partners overseas.

International Forestry programs contributes to the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change while enhancing our water resources. Additionally, International Forestry also supports the Forest Service strategic goal of “applying knowledge globally” through transfer of technology and applications, and exchange of natural resource expertise.

#### Allocation and Integration

The program prioritizes work in collaboration with other Forest Service programs and in conjunction with the Department of State to address the most important international natural resource management issues including illegal logging, climate change, migratory species habitat, invasive forest pests, and sustainable forest management.

#### Partnerships

The International Forestry program works in coordination with Forest Service field units, domestic and international partners including those in other Federal agencies, foreign governments, international and local environmental organizations, universities, and the private sector, on a range of forest management and policy issues. International Forestry engages in technical collaboration to develop capacity, strengthen institutions, and develop economic alternatives to unsustainable and illegal harvesting.

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**National Forest System**

Appropriation	National Forest System				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>National Forest System</b>					
Annual Appropriations	\$1,494,330	\$1,509,364	\$1,500,996	-\$8,368	-1%
<b>National Forest System Total</b>	<b>1,494,330</b>	<b>1,509,364</b>	<b>1,500,996</b>	<b>-8,368</b>	<b>-1%</b>
Annual Appropriation FTEs	10,858	10,858	10,858	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>10,858</b>	<b>10,858</b>	<b>10,858</b>	<b>0</b>	<b>0%</b>
<b>National Forest System</b>					
Collaborative Forest Landscape Restoration	40,000	40,000	40,000	0	0%
Land Management Planning, Assessment & Monitoring	0	0	183,928	183,928	100%
Land Management Planning	37,754	36,998	0	-36,998	-100%
Inventory and Monitoring	151,019	147,998	0	-147,998	-100%
Recreation, Heritage, and Wilderness	261,719	261,719	263,942	2,223	1%
Wildlife & Fisheries Habitat Management	140,466	140,466	140,466	0	0%
Grazing Management	55,356	56,856	50,000	-6,856	-12%
Forest Products	339,130	359,805	359,805	0	0%
Vegetation & Watershed Management	184,716	184,716	184,716	0	0%
Minerals and Geology Management	76,423	76,423	75,069	-1,354	-2%
Landownership Management	77,730	77,730	71,440	-6,290	-8%
Law Enforcement Operations	126,653	126,653	131,630	4,977	4%
Valles Caldera National Preserve	3,364	0	0	0	0%

**National Forest System Overview**

The FY 2017 President’s Budget proposes \$1,500,996,000 for the National Forest System (NFS), a decrease of \$8,368,000 from the FY 2016 Enacted Budget.

The NFS appropriation provides funds for the stewardship and management of over 193 million acres of national forests and grasslands. Following Secretary Vilsack’s “All Lands” vision, the Budget focuses on meeting the challenges of building landscape and community resilience through collaborative approaches to ecological restoration, connecting Americans to the outdoors, expanding on recreation benefits, creating a wide range of opportunities for economic expansion to retain and create jobs, and partnering with communities and other agencies to reduce the threat of catastrophic wildland fires.

Conserving forests and grasslands not only conserves air quality, water, plants, wildlife, and fisheries; it also responds to the public’s interests and needs. Forests and grasslands generate wealth by providing opportunities for outdoor recreation and tourism such as camping, picnicking, skiing, snowboarding, hunting, fishing, hiking, wildlife viewing, scenic driving, and visiting cultural sites and visitor centers. People improve their health and well-being by engaging in the wide array of outdoor activities available on national forests and grasslands. The restoration of landscapes, sustainable forest management, and the development of markets for ecosystem services provide jobs to communities that benefit rural economies.

Management of the vast array of natural resources on national forests and grasslands requires the effective integration of many different and complex program areas. The suite of NFS programs support the planning, coordination, implementation, and monitoring of activities that provide a wide variety of ecosystem services including: water-quality protection and improvement, recreation opportunities for the public, energy for the Nation, food security, timber and non-timber forest products, maintenance of open space, and wildlife habitat and habitat connectivity. All of these services support the maintenance of jobs as well as growth in the domestic job market. These activities are managed to meet the needs of the Nation while maintaining or improving the health of the land and protecting the environment to provide the greatest good for the greatest number in the long term.

### Integrated Resource Restoration (IRR)

The “All Lands” vision recognizes that forest management and threats do not end at property boundaries and emphasizes that to effectively restore all of our forests we need to integrate our restoration activities to meet multiple objectives at the same time. In FY 2017 the agency will continue to increase opportunities to collaborate across ownership boundaries and within programs, using the lessons learned to gain the benefits realized through the IRR program.

For the past five years (FY 2012 through FY 2016), the agency embarked on a pilot program of IRR to realign the agency’s budget structure, with the goal of increasing efficiency and flexibility to perform integrated watershed protection and landscape-scale restoration. Several existing budget line items (Wildlife and Fisheries Habitat Management, Vegetation and Watershed Management, Forest Products, Legacy Roads and Trails, and Hazardous Fuels Outside of the Wildland-Urban Interface) were consolidated into one single budget line item in three regions: Region 1 (Northern Region), Region 3 (Southwestern Region), and Region 4 (Intermountain Region), see link below to receive the most recent reports:

<http://www.fs.fed.us/restoration/IRR/> .

We evaluated the success of the IRR pilot program by tracking five core performance measures. These included the number of watersheds moved to an improved condition class, the number of acres treated annually to sustain or restore watershed function and resilience, the miles of stream habitat restored or enhanced, the miles of roads decommissioned, and the volume of timber sold. A team of researchers from Colorado State University and the University of Oregon also conducted a third party evaluation of IRR and its effects.

Over the past four years of IRR pilot authority, the IRR regions on average achieved a higher proportion of their assigned targets than non-IRR regions for four of the five performance measures and for timber volume sold, the IRR and non-IRR pilot regions achieved a similar proportion of their assigned target. Results from the third-party monitoring found that IRR pilot authority fostered better communication among program managers and line officers about what work to prioritize and allowed them to better pool resources to conduct that priority work. The flexible spending authority also allowed forests to more quickly address unexpected needs, and complemented other restoration authorities such as the Collaborative Forest Landscape Restoration Program, the Watershed Condition Framework, stewardship contracting, and Good Neighbor Authority. These findings suggest some increased performance capacity and increased integration of activities in the IRR pilot regions. However, the IRR regions also had more

difficulty tracking unit costs under the combined IRR budget, and four years into the pilot there is no quantitative evidence of increased efficiency.

More generally, the IRR pilot program provides several valuable lessons about how to conduct integrated restoration work across the agency. IRR demonstrated how important it is for line officers and program managers to work together to set priorities and targets, and to bring together people to address shared restoration goals. Collaborative prioritization and target setting led to more landscape-scale restoration and helped to concentrate resources on priority projects. It also fostered a culture of working together towards mutual benefit. Forests with a strong culture of staff integration or whose leadership actively engaged in a diversity of staff areas reported positive experiences with how priorities were set and resources allocated. Forests who continued to struggle to integrate staff areas or where program managers were not actively engaged in the prioritization were more likely to feel like their programs lack sufficient support. IRR also showed the value of emphasizing outcome-based performance measurements. IRR regions focused on moving watersheds into an improved condition class and were remarkably successful in achieving that goal. The IRR program also showed the budgeting and administrative efficiencies that could be gained by simplifying budgeting structures, although having IRR in only three of the nine regions created dual budget structures and generated more work at the national level.

We believe that these organizational behaviors and cultural attributes are the keys drivers to success in developing an integrated approach to restoration. The agency is assessing alternative paths forward that focus on maintaining and supporting these behaviors in a way that will allow the agency to achieve our restoration outcomes without relying on the IRR budget line item. Although this budget does not request nation-wide IRR authority, it does request the option to transfer a portion of integrated funds to the IRR pilot program in Regions 1, 3, and 4 to provide for a smooth transition for those regions back to a more traditional budget structure while maintaining approaches and behaviors learned from the pilot.

The Forest Service remains committed to accelerating the pace of restoration and continuing our work to create healthy landscapes and healthy communities and associated jobs and economic benefits. We will continue to integrate efforts to foster ecosystems that are resilient and adaptive, and to provide abundant clean water to Americans.

Through an integrated approach to restoration, we will continue to sustain and improve ecosystems that deliver so many benefits and values to the American people.

#### Land Management Planning, Assessment, and Monitoring

The President's Budget proposes a consolidated budget line item to facilitate an integrated approach to landscape management. In the budget, we propose to merge Land Management Planning and Inventory and Monitoring, into a single budget line item called Land Management Planning, Assessment, and Monitoring. Forest Service management occurs around a continuous cycle of assessing, planning at multiple levels, implementing and adjusting programs, and projects based on information acquired through integrated inventory and monitoring activities.

The proposed consolidated budget line item provides the agency flexibility to achieve efficiencies in several central activities in this cycle that are core to implementing the requirements of the 2012 Planning Rule. Requirements include an increased focus on agency assessment and monitoring activities. The 2012 Planning Rule promotes a collaborative science-based approach for planning, monitoring, and conducting assessments that considers information from and about all lands that may be affected by or influence planning unit activities. The need to integrate regional and local monitoring and assessment activities with unit planning efforts can be accomplished more effectively, clearly, and efficiently under the proposed budget line item.

The proposed budget structure improves accountability within the activities funded and facilitates a more complete alignment with other budget line items that fund agency information management activities by reducing the complexity of agency budgeting and accounting structures. Accountability is improved through aligning priority management, information needs, and communicating explicit performance expectations in agency direction.

**Land Management Planning, Assessment, and Monitoring  
Consolidated Budget Line Items**

*(dollars in thousands)*

<b>Approp.</b>	<b>Budget Line Item</b>	<b>FY 2015 Enacted</b>	<b>FY 2016 Enacted</b>	<b>Change</b>	<b>FY 2017 Pres. Budget</b>
NFS	Land Management Planning, Assessment, and Monitoring	-	-	\$183,928	\$183,928
NFS	Land Management Planning	\$37,754	\$36,998	-36,998	
NFS	Inventory and Monitoring	151,019	147,998	-147,998	
	<b>Total</b>	<b>\$188,773</b>	<b>\$184,996</b>	<b>-\$1,068</b>	<b>\$183,928</b>

Collaborative Forest Landscape Restoration

Budget Line Item	Collaborative Forest Landscape Restoration				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Collaborative Forest Landscape Restoration					
Annual Appropriations	\$40,000	\$40,000	\$40,000	0	0%
<b>Collaborative Forest Landscape Restoration Total</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	300	300	300	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>300</b>	<b>300</b>	<b>300</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Collaborative Forest Landscape Restoration</b>						
Acres of forest vegetation established	15,539	17,954	24,250	29,645	30,782	23,615
Acres of forest vegetation improved	67,511	71,738	167,500	55,918	74,923	48,755
Acres of noxious weeds and invasive plants treated	18,180	16,749	30,875	15,363	26,062	23,956
Miles of stream habitat restored or enhanced	111	200	244	134	170	86
Acres of terrestrial habitat enhanced	398,231	399,861	420,200	284,763	356,533	348,371
Volume of timber sold (million board feet (MMBF))	379.0	417.0	462.0	438.0	651.0	672.0
Number of green tons and/or volume of woody biomass from hazardous fuel reduction and restoration treatments on Federal land that are made available through permits, contracts, grants, agreements, or the equivalent	756,882	211,868	601,500	195,683	870,868	650,000
Acres of wildland-urban interface (WUI) high-priority hazardous fuels treated	277,966	283,889	380,625	244,389	345,247	348,842
Acres of hazardous fuels treated outside the Wildland Urban interface to reduce risk of catastrophic fire	141,912	138,136	246,625	116,560	139,947	158,794
Miles of roads decommissioned	152	122	243	99	332	187
Miles of passenger car system road reconstruction and capital improvement	120	184	229	201	274	292
Miles of high clearance system road reconstruction and capital improvement	137	137	120	236	143	145

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

Note: Targets are estimates of annual outputs/accomplishments from CFLRP project activities. FY 2015 and FY 2016 estimates reflect the President's request level of \$60 million rather than enacted levels.

FY 2017 Program Changes

The FY 2017 President's Budget proposes \$40,000,000 for the Collaborative Forest Landscape Restoration Program (CFLRP), the same level as the FY 2016 Enacted Budget. At this funding level, the Forest Service will continue implementation and monitoring of the existing 23 CFLRP projects. Investing in this program is a critical part of the Forest Service's capacity to reduce the

risk of catastrophic wildfires in priority, high-risk areas, improve water quality and quantity, increase carbon sequestration, and build on innovative implementation and monitoring with our partners. Restoring healthy, resilient ecosystems sustain local communities through economic wellbeing and recreation opportunities; provide water, timber, and fuel wood; and support vital ecological processes that support wildlife and maintain healthy soils and watersheds. By supporting these 23 collaborative efforts, CFLRP's strategic investment of Federal dollars will continue to attract significant investments across land ownership boundaries within the CFLRP landscape, including private land, Tribal land, and land managed by State and other Federal entities.

Existing projects will continue to build the scale and the capacity of their collaboratives as they work toward accelerating restoration outcomes on the landscape.

For FY 2017, project activities and outputs will continue to include:

- safety enhancement and protection of natural resources through the treatment of hazardous fuels,
- restoration of watershed function and resilience,
- improvement of forest vegetation and wildlife habitat, and
- generation of commercial timber and biomass for bioenergy as a result of restoration treatments.

The FY 2017 existing projects are listed in the following table:

## FY 2017 CFLRP Existing Projects

Project Name	Region	National Forest(s)
Southwestern Crown of the Continent	1	Flathead, Lolo and Helena
Selway-Middle Fork	1	Nez Perce-Clearwater and Bitterroot
Kootenai Valley Resource Initiative	1	Idaho Panhandle
Uncompahgre Plateau	2	Uncompahgre
Front Range	2	Pike, San Isabel, Arapaho and Roosevelt
Four Forest Restoration Initiative	3	Apache-Sitgreaves, Coconino, Kaibab and Tonto
Southwest Jemez Mountains	3	Santa Fe
Zuni Mountain CFLRP	3	Cibola
Weiser-Little Salmon Headwaters CFLRP	4	Payette
Dinkey Landscape Restoration Project	5	Sierra
Burney-Hat Creek Basins Project	5	Lassen
Amador-Calaveras Consensus Group Cornerstone Project	5	Eldorado and Stanislaus
Tapash	6	Okanogan-Wenatchee
Deschutes	6	Deschutes
Lakeview Stewardship CFLRP	6	Fremont-Winema
Southern Blues Restoration Coalition	6	Malheur
Northeast Washington Forest Vision 2020	6	Colville
Accelerating Longleaf Restoration	8	Florida-Osceola
Shortleaf-Bluestem Community	8	Ouachita
Grandfather Restoration Project	8	Pisgah
Ozark Highlands Ecosystem Restoration	8	Ozark-St. Francis
Longleaf Pine Ecosystem Restoration and Hazardous Fuels Reduction	8	De Soto
Missouri Pine-Oak Woodlands Restoration Project	9	Mark Twain

The CFLRP appropriated funding will continue to provide critical implementation and monitoring investments to carry out project work and monitor the effectiveness of that work through collaborative, multi-party monitoring efforts. These funds also attract partner contributions in the form of in-kind contributions and funds contributed through agreements. CFLRP helps prioritize Forest Service investments for high need, high capacity landscapes that deliver a suite of integrated restoration outcomes to enhance forest and community resiliency and support the Forest Service's Strategic Plan.

	FY 2015	FY 2016 (Projected)	FY 2017 (Projected)
<b>Expenditures On NFS Lands</b>			
CFLRP Appropriation	\$40,000,000	\$40,000,000	\$40,000,000
Total FS Investments <sup>23</sup>	\$72,754,900	\$72,000,000	\$72,000,000
Partner Match	\$15,225,920	\$18,000,000	\$20,000,000
Estimated Goods for Services <sup>24</sup>	\$5,917,780	\$6,000,000	\$6,000,000
<b>Additional Funding Invested and Generated</b>			
Leveraged Funds <sup>25</sup>	\$62,166,490	\$63,000,000	\$63,000,000
<b>Estimated Local Labor Income Generated<sup>26</sup></b>	\$264,866,300	\$265,000,000	\$265,000,000

FY 2016 and FY 2017 projected expenditures reflect the FY 2016 enacted funding and the FY 2017 President's request and assume current expenditure trends continue into the future.

### Past Performance

In FY 2015, the CFLRP celebrated its five year anniversary. During that time, the program has delivered substantial progress on fulfilling the intent of the Omnibus Public Land Management Act of 2009 to restore ecosystem resilience and reduce the risk of uncharacteristic wildland fire on landscapes at high risk. In pursuit of these goals, the projects continue to build collaborative partnerships and increase capacity for on-the-ground project implementation and monitoring and support local communities and their economies. The CFLRP has met or exceeded its 5-year targets for a majority of performance measures, which include timber volume sold, hazardous fuels reduction, and wildlife habitat improved, and is on track to meeting its lifetime goals over its 10 year timeframe. The agency completed an assessment of our progress in meeting program goals and presented the results in the CFLRP five-year report released in April 2015. A more thorough discussion may be found in the report at:

[http://www.fs.fed.us/restoration/documents/cflrp/CFLRP\\_5-YearReport.pdf](http://www.fs.fed.us/restoration/documents/cflrp/CFLRP_5-YearReport.pdf).

With its focus on creating and emphasizing partnerships between government, conservationists, businesses, local forest workers, sportsmen, recreationists, and others, the CLFRP projects enable communities to move work forward on the ground that would simply not be possible without this collaborative forest management approach. For example, a collaborative member from the Southern Blues Restoration Coalition project in Oregon reports that “by working together, we are on track to complete all of our watershed restoration goals in half the time predicted in our original CFLRP proposal. We would not be in this position without the CFLRP.” After facing years of gridlock over natural resource management issues and changes

<sup>23</sup> Includes CFLRP appropriated funds, agency program matching funds, and additional project investments.

<sup>24</sup> Goods for Services represents the value of goods traded for services in stewardship contracts expended to implement treatments and monitor a CFLRP project on NFS Lands

<sup>25</sup> Leverage includes funds or in-kind services that help projects achieve proposed objectives within the CFLRP landscape but do not meet match qualifications, such as implementation and monitoring on private, State, and other Federal lands within the CFLRP landscape, but not on NFS lands.

<sup>26</sup> Labor income estimated from Treatment for Restoration Economic Analysis Tool, a standard interface designed for CFLRP that generates project impacts from proposed restoration activities within the counties where activities occur.

in the wood market, the last remaining sawmill in the nearby town of John Day, Oregon, nearly shut down in 2011. By effectively bringing together conservationists, loggers, and other members of the community, the CFLRP enabled the mill to stay open, and the ten year stewardship contract supported by CFLRP continued to provide a large percentage of the private employment in Grant and Harney Counties in FY 2015. Local loggers have been able to hire after a long period when the risk was too great. In the past five years, the CFLRP has demonstrated that these investments in forest and watershed restoration support local communities by generating considerable and much-needed economic benefits. Through a suite of restoration related activities, from utilizing the byproducts of hazardous fuels treatments to effective job training programs for at-risk youth, the CFLRP has created or maintained an average of 5,236 local jobs each year and generated over \$800 million in local labor income (FY 2012- FY 2015). Agency economists worked with the University of Oregon and the University of Montana to update the Treatment for Restoration Economic Analysis Tool (TREAT) economic analysis model this year. The resulting analysis is more accurate and shows that restoration related activities generate more labor income than previous analyses.

Reducing the risk of uncharacteristic wildfire and restoring resilient landscapes is one of the key outcomes of the program. The benefits of hazardous fuels reduction work as part of broader restoration efforts were borne out on the Bald Knob wildfire on the Pisgah National Forest in July 2015. The strategic placement of prior fuels treatments around the wildfire—which were part of the Grandfather Restoration CFLRP project—allowed the response to this fire to focus on restoring fire adapted ecosystems and reducing fuels while providing for firefighter safety and community protection. Recent prescribed burns created a buffer on three sides of the fire resulting in reduced fire behavior that allowed the forest to safely manage the fire for resource benefits with minimal risk of high intensity fire threatening values, including local communities and water supplies. Through the collaborative process, projects like the Grandfather Restoration Project are reducing risk and helping to create fire adapted communities. Additionally, through continued improvements to the Wildfire Hazard Potential map, a working group of economists, fire ecologists, program managers, and others are developing an approach to integrate this data with CFLRP landscapes and treatments to reflect progress toward lower risk conditions.

CFLRP is a strong contributor to the agency's accomplishments on many of our key performance measures each year. For example, in FY 2015, the CFLRP projects contributed approximately 14 percent of the acres treated to reduce hazardous fuels in the Wildland Urban Interface (WUI) and non-WUI, 16 percent of the timber volume sold, and 10 percent of the acres treated to enhance terrestrial wildlife habitat. Selected accomplishments and outputs across all projects are shown in the performance table at the beginning of this section—targets shown are only estimates provided for reference since decisions on how to allocate resources and the specific mix of project activities undertaken each year are made at the local project level. Changing conditions or circumstances can affect the mix of planned activities. The FY 2015 and FY 2016 targets are those published in prior budget justifications and are based on request levels in those years of \$60 million dollars. Actual accomplishments shown reflect the lower appropriation level of \$40 million dollars in each of those years.

Last year, the agency also continued to focus on creating stronger communities of practice and shared learning between the 23 CFLRP projects and beyond to synergize efforts and build on the valuable lessons learned on ecological restoration approaches, collaboration, and multi-party

monitoring to date. In 2015, the Government Accountability Office drafted a report on landscape restoration that highlighted the important work being accomplished through collaborative, landscape-scale approaches, while emphasizing the opportunity to focus on these communities of practice to increase efficacy and scale (GAO-15-398: Forest Restoration: Adjusting Agencies' Information-Sharing Strategies Could Benefit Landscape-Scale Projects.) The agency partnered with the National Forest Foundation to host two Peer Learning webinar sessions on the National Environmental Policy Act (NEPA) efficiencies and socioeconomic monitoring, and CFLRP project and regional coordinators shared lessons learned via numerous other national venues including the Partnership Network, the Sustainable Forests Roundtable, and an international seminar on forest landscape restoration hosted by the agency in partnership with nongovernmental organizations partners in Oregon.

## **Program Description**

### Program Overview

The CFLRP encourages collaborative, science-based ecosystem restoration of priority forest landscapes. The CFLRP was authorized by the Omnibus Public Land Management Act of 2009 (L. 111-11, Title IV, March 30, 2009, 123 Stat. 1141). This Act authorizes the ecosystem restoration of priority forest landscapes that must be at least 50,000 acres in size, with the goal of promoting the resilience and adaptive capacity of ecosystems that have been degraded, damaged, or destroyed. By building resilience and mitigating wildfire risk on priority landscapes, the program directly supports the agency's strategic goals to sustain our Nation's forest and grasslands and to reduce wildfire risk.

Investing in the CFLRP is known to advance restoration by engaging diverse communities and leveraging partner resources through collaboration, implementation, and monitoring. The program is unique in that projects are selected based on proposals collaboratively developed with diverse partner communities. These collaborative groups are involved throughout the project cycle, providing feedback and input through the NEPA process and partnering as appropriate to complete implementation and monitoring. Activities implemented using CFLRP funds include: reducing the risk of uncharacteristic wildfire; including the use of fire for ecological restoration to restore or maintain resilient landscapes; improving fish and wildlife habitat; maintaining or improving water quality or watershed function; preventing, remediating, or controlling invasions of exotic species; maintaining, decommissioning, and rehabilitating roads and trails; and facilitating the removal and utilization of woody biomass and small trees produced from projects implementing the strategy. No more than \$4 million of CFLRP funds may be allocated to an individual project in any one year. Land areas for consideration must have a substantially complete restoration strategy, be primarily composed of forested National Forest System (NFS) lands, and be in proximity to wood-processing infrastructure to use the woody biomass removed during ecological restoration treatments.

By working more closely with communities, CFLRP projects are identifying innovative techniques for getting work done, increasing community support for restoration projects, and generally increasing the capacity and pace of restoration work in CFLRP project areas. The program also supports local rural communities through the generation of forest products such as timber and biomass for bioenergy production, as well as the creation and maintenance of jobs.

Effective monitoring and evaluation provides projects with the opportunity to learn and adapt as implementation progresses. CFLRP projects bring together multiple partners to plan and implement monitoring processes that assess ecological, social, and economic impacts of treatments on the landscape. This innovative, multiparty approach helps promote efficiency, transparency, and accountability.

The CFLRP supports the U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The CFLRP also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigating wildfire risk, and conserving of open space. In addition, we achieve Forest Service goals of delivering benefits to the public, such as providing abundant clean water and strengthening communities.

### Allocation and Integration

The CFLRP Advisory Panel, a 15 member Federal advisory committee authorized by the Federal Advisory Committee Act, reviewed CFLRP project proposals in 2010 and 2011 and made recommendations for project selection. The Secretary of Agriculture then made the final decision as to which projects would receive funding, selecting 10 projects in 2010 and 10 more in 2012. Three additional projects were recommended by the CFLRP Advisory Panel in FY 2012 and began receiving funding in FY 2013. No additional projects were selected for FY 2015 funding, but all existing projects continued to be funded based on their project plans.

The CFLRP funds may be used to pay up to 50 percent of the cost of carrying out and monitoring ecological restoration treatments that occur on NFS lands. The CFLRP funds can be matched with appropriated, permanent, trust, or partnership funds; in-kind contributions; and restoration treatments funded through timber value within a stewardship contract.

### Partnerships

At the national level, the Forest Service works with the National Forest Foundation to provide support to the field units in implementing CFLRP projects. The National Forest Foundation has facilitated several peer-to-peer webinars for CFLRP projects. These webinars are designed to facilitate the sharing of information and best practices, and have focused on topics such as implementation, collaboration, multi-party monitoring, and ecological indicators. The Forest Service also works with field units and partners to develop methodologies for tracking project progress. In June 2011, the Forest Service met with interested partners and field representatives to develop indicators of project progress to develop the five year report to Congress required by the Act. These indicators cover topics including ecology, jobs, fire cost reduction, leveraged funds, and collaboration. Four of these indicators were implemented by the Forest Service in FY 2012. The CFLRP Coalition, a partner group spearheaded by five nongovernmental organizations, is taking on the collaboration indicator independently. More information about our progress collaborating with partners—including these indicators can be found in the five-year report at: [http://www.fs.fed.us/restoration/documents/cflrp/CFLRP\\_5-YearReport.pdf](http://www.fs.fed.us/restoration/documents/cflrp/CFLRP_5-YearReport.pdf).

The Grandfather Restoration Project and the Deschutes Collaborative, described below, are two examples of how public and nongovernmental organizations are working together to prioritize and accomplish forest landscape restoration.

### Grandfather Restoration Project: Collaboration is Key to Restoring Fire-Resilient Forests

The Grandfather Restoration CFLRP Project in North Carolina bring community members together to restore fire resilient ecosystems while providing for community protection, improve wildlife habitat and forest composition in degraded stands, treat forests for the destructive hemlock woolly adelgid, and restore watershed health to benefit native trout and improve water quality. Partners include local and regional non-profit organizations, forest product users, recreation interests, and State and other Federal agencies.



<https://grandfatherrestorationproject.wordpress.com/>

This landscape is no stranger to wildfires, and with its proximity to communities and resources, it is a high-priority area for restoration activities that reduce the risk of catastrophic wildfire. In 2009, the Grandfather Ranger district began managing natural-ignition wildfires for resource benefit to reduce the risk of catastrophic wildfires and the associated risks and costs. The start of the Grandfather Restoration CFLRP project in 2012 marked a 6-fold increase in acres of fuels treatments accomplished. Thanks to the resources and collaborative support provided through the CFLRP Program, the Grandfather Project has been able to greatly accelerated restoration work and provided the community with opportunities to actively engage in fuel treatment prioritization and implementation.

When lightning struck 30 miles outside of Asheville, North Carolina, in July of 2015, the community experienced the benefits of these restoration treatments. The lightning started the “Bald Knob” fire in a rugged, backcountry area with limited access for firefighters. Due to damage from southern pine beetle outbreaks in the 1990’s and a history of fire suppression, the area was overgrown and in dangerous wildfire condition. However, thanks to previous hazardous fuels treatments accomplished in the area with CFLRP support - and through collaboration with partners and adjacent landowners – responders were able to manage the fire to protect communities, resources, and firefighter safety while allowing it to play its natural role as part of the ecosystem, increasing the area’s resilience to future threats. Prior to the wildfire, the collaborative efforts of the Forest Service and partners set the stage for effective communications with adjacent landowners and communities. According to the District Ranger, “with these recent fires we are starting to reap the value of the restoration work under our Collaborative Forest Landscape Restoration Project.”

Through close collaboration with partners, the Grandfather Restoration CFLRP Project has accomplished a suite of restoration activities on the landscape. In FY 2015, the project reported achievements including over 5,700 acres of terrestrial habitat enhanced, 306 acres of nonnative

invasive plant treatments, 10.5 miles of roads decommissioned, 60 miles of trails maintained, and 737 acres of forest vegetation improved.

### Deschutes Collaborative: Leveraging Trust into Restoration Accomplishment

The future of forestry in a changing world lies in finding new and effective ways to collaborate with the public we serve. Approaches that allow us to work more closely with communities are altering the way forestry supports local economies and the way the Forest Service interfaces with stakeholders. The work occurring on the Deschutes National Forest exemplifies this shift. The Forest built on its history of successful collaboration to form an overarching collaborative group in 2010. This group generated the Deschutes Collaborative Forest Project, which became one of the first projects selected under CFLRP. The collaborative effort brought former adversaries to the table to work through the prioritization of restoration projects. A

collaborator from an environmental non-profit group that has previously litigated the Forest said that through the collaborative effort, he has “gone from horrified to pretty darn optimistic about the future of this forest.” As another collaborator noted, “this represents a new way of doing business in the forest. Through collaborative baby steps we have built the relationships, the trust, and the transparency necessary to generate solutions that work for the community.” Partner groups include Oregon Hunters Association, Oregon Trails Alliance, Central Oregon Running Klub, High Cascade Forest Volunteers, Sisters Trail Alliance, Travel Oregon, Trout Unlimited, Central Oregon Community College Forestry Club, East Cascades Audubon Society, Sisters Schools, and various private citizens.



The collaborative effort has allowed the forests to pursue innovative techniques for getting work done. The Forest has successfully utilized stewardship contracts on several restoration projects, which have in turn grown restoration capacity in the local community. One contractor reported having a colleague who had previously struggled to find consistent work and often relied on gathering firewood to generate income. When the forest began offering stewardship contracts, he recognized a need for new skills in the community, and now owns four mowers and employs a hand crew.

The success of the collaborative project is allowing the CFLRP project to make measurable impacts on the ground. Between 2010 and 2015, the Deschutes CFLRP has established 4,780 acres of vegetation and improved 11,300 acres of vegetation to enhance forest resiliency. By working closely with partners, the project has completed over 71,800 acres of fuels treatments within the CFLRP landscape to decrease the risk of catastrophic wildfire. Project activities have restored or enhanced 12,800 acres of terrestrial wildlife habitat and 57 miles of stream habitat, improving conditions for important fish such as salmon and steelhead. Through implementation of CFLRP activities, the project has generated over 161,000 ccf (approximately 81 million board feet) of timber volume sold and supported contracts for labor, equipment, and materials with the private sector, generating income and jobs in the community.

Land Management Planning, Assessment, and Monitoring

Budget Line Item	Land Management Planning, Assessment & Monitoring				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Annual Appropriations					
Inventory and Monitoring	\$151,019	\$147,998	0	-\$147,998	-100%
Land Management Planning	37,754	36,998	0	-36,998	-100%
Land Management Planning, Assessment & Monitoring	0	0	\$183,928	183,928	100%
<b>Land Management Planning, Assessment &amp; Monitoring Total</b>	<b>188,773</b>	<b>184,996</b>	<b>183,928</b>	<b>-1,068</b>	<b>-1%</b>
Annual Appropriation FTEs					
Inventory and Monitoring	862	862	0	-862	-100%
Land Management Planning	236	236	0	-236	-100%
Land Management Planning, Assessment & Monitoring	0	0	1,098	1,098	100%
<b>Total Full-Time Equivalent (FTEs)</b>	<b>1,098</b>	<b>1,098</b>	<b>1,098</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

Performance Measure	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Target	Actual	Target	Target
<b>Land Management Planning, Assessment &amp; Monitoring</b>						
Number of land management plan amendments underway	28	30	20	26	20	10
Number of land management plan revisions or creations underway	31	25	28	17	25	32
Acres of inventory data collected and acquired	45,675,608	59,671,991	16,200,000	63,906,896	16,200,000	15,000,000
Number of annual monitoring requirements completed	1,330	1,170	1,130	1,212	1,130	1,130
Number of land management plan assessments completed	35	38	20	25	20	18

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$183,928,000 for the Land Management Planning, Assessment, and Monitoring Program, a net program decrease of \$1,098,000 from the FY 2016 Enacted Budget. This decrease in funding is necessary to balance other priorities of the agency. While the focus will continue on the highest priorities of this program, the decreased funding will mean less units will be able to move forward with implementation of the 2012 Planning Rule, which will slow our progress in updating land management plans (LMPs) and slow progress in implementing other important components under this rule related to inventory, monitoring, and assessment that would have addressed emerging issues and enhance program delivery.

The FY 2017 President’s Budget proposes consolidating the Land Management Planning and Inventory and Monitoring programs into one new budget line item called Land Management Planning, Assessment, and Monitoring. The proposed budget line item will provide flexibility to achieve efficiencies in several central activities in the planning cycle that are core to successfully implementing the requirements of the 2012 Planning Rule and supporting accelerated restoration. The net amount was calculated using the combined totals from the FY 2016 Enacted level as summarized in the table below.

**Land Management Planning, Assessment, and Monitoring  
Consolidated Budget Line Items**  
*(dollars in thousands)*

<b>Approp.</b>	<b>Budget Line Item</b>	<b>FY 2015 Enacted</b>	<b>FY 2016 Enacted</b>	<b>Change</b>	<b>FY 2017 Pres Bud</b>
NFS	Land Management Planning, Assessment, and Monitoring	-	-	\$183,928	\$183,928
NFS	Land Management Planning	37,754	36,998	-36,998	-
NFS	Inventory and Monitoring	151,019	147,998	-147,998	-
	<b>Total</b>	<b>\$188,773</b>	<b>\$184,996</b>	<b>(\$1,068)</b>	<b>\$183,928</b>

Forest Service management is founded on a continuous cycle of assessing and planning at multiple levels, implementing and adjusting programs, projects and plans based on information acquired through integrated inventory and monitoring activities. The proposed budget line item provides flexibility to implement the requirements of the 2012 Planning Rule which includes an increased focus on agency assessment and monitoring activities. Under the proposed budget line item, critical planning-related work would not be constrained by activity funding levels. This flexibility will allow successful implementation of the full range of planning, assessment and monitoring activities in the management cycle. The need to integrate regional and local inventory, monitoring and assessment activities with unit planning efforts can be accomplished more effectively and efficiently under the proposed budget line item. These efficiencies will help achieve plan revisions in three to four years instead of the five to six it currently takes.

The 2012 Planning Rule promotes a collaborative science-based approach for planning, monitoring, and conducting assessments that considers information from and about “all lands” affected by, or influencing planning unit activities. National Forest System (NFS) units work with counterparts in Research and Development and State and Private Forestry, as well as with the public, Tribes, and other partners, to revise and amend plans, develop unit and regional monitoring programs and strategies, conduct assessments ahead of plan revisions, and ensure that inventories, data management, and corporate data systems support other business requirements.

Management priorities and actions funded under each activity area include:

Land Management Plan Revisions and Amendments - The FY 2017 President’s Budget includes funds for the creation, revision, and amendment of LMPs. Funding supports LMP revisions required under the National Forest Management Act. These funds will allow continued work on 32 revisions under way and up to five units conducting pre-revision assessments. Four of these plan revisions are currently scheduled for completion by the end of FY 2016. The agency will

continue to improve its capacity as more units move into the LMP revision process and implement the other provisions of the 2012 Planning Rule. In addition, the agency amends, corrects or adjusts, as needed, the plans not currently under revision, focusing on completing amendments to address critical issues and decisions, including carbon sequestration, energy corridors, integrated forestry, travel management plans, and watershed restoration opportunities. This funding level supports work on up to 20 LMP amendments.

Assessments and Monitoring - The FY 2017 President's Budget funds inventory, monitoring, and assessment work on national forests and grasslands in support of LMP revisions, amendments, and other agency priorities. The agency also integrates and improves databases and ensures that all existing and newly acquired data reside in a centralized repository which supports the efficient implementation of the 2012 Planning Rule and other programs requiring forest-wide inventory data. Assessments conducted in advance of LMP revisions determine the need to change direction in existing plans. Units not revising plans can conduct assessments designed to establish the need and priorities for project-level work. Including the five pre-revision assessments mentioned above, the agency will complete 18 assessments in FY 2017.

### **Past Performance**

The Land Management Planning program provides the foundation for the delivery of all the ecosystem services derived from NFS lands. This program is essential to effective management, helping identify the highest priorities and addressing community needs. This is done by having up-to-date LMPs with revisions and amendments completed with full community engagement, and based on science informed by effective inventory, monitoring and assessment activities.

#### Land Management Planning:

Wrap up of the 1982 Procedures - While we transition to the requirements of the 2012 Planning Rule, several plan revisions using the 1982 Procedures under the 2000 Planning Rule are being completed. In FY 2015, six plans using the 1982 Procedures under the 2000 Planning Rule completed revisions. The remaining seven plans being revised under this Rule will be completed by the end of FY 2017. Generally, revisions using the 1982 Procedures have taken five to six years to complete, with some taking considerably longer. As we learn from the first units implementing the 2012 Planning Rule and incorporate those lessons into our processes, we anticipate reducing that completion time for revisions to an average of three to four years. New planning directives released in early 2015 are assisting units in more efficiently meeting the new Planning Rule requirements.

Public engagement and improving plan revision processes - As the agency continues implementation of the 2012 Planning Rule, we are emphasizing meaningful public engagement throughout all phases of the planning process including assessments, revisions and amendments, the objections process, and plan monitoring. Quality public engagement also extends to plan implementation. The "early adopter" units (i.e., the first units to revise plans under the new Rule) are providing valuable insights into how to more efficiently and effectively conduct plan revision activities. This information will be extremely helpful as we continue to look for opportunities to plan across larger landscapes composed (multiple Forest Service units in order)

to more effectively address broader or common ecological, economic and social issues through assessment, planning, monitoring, implementation, and associated public engagement activities.

Revisions - In FY 2015, a Draft Environmental Impact Statement was completed for the Francis Marion National Forest plan revision, the first to be completed under the new Planning Rule. This revision is expected to be completed by the end of FY 2016. An additional seven revisions are expected to be completed in FY 2017 under the new Rule. Our emphasis on being more efficient in meeting the requirements of the National Environmental Policy Act will also help with completing project level analyses and documentation necessary to implement these plans. Increased documentation efficiencies include electronic publishing and e-filing planning and project environmental documents with the Environmental Protection Agency. The agency is working with revision units to evaluate and communicate the lessons learned from these initial efforts to all NFS units in the agency.

Amendments –In September 2015, a multi-year collaborative effort between the Forest Service, Bureau of Land Management and others culminated in the completion of LMP amendments that are designed to conserve sage grouse populations and habitat on NFS lands. Two Records of Decision approved the desired conditions and standards and guidelines for 20 plan amendments using the 1982 Procedures under the 2000 Planning Rule. Implementation begins in FY 2016.

The Forests Service will continue to amend and revise LMPs as we transition to the requirements under the 2012 Planning Rule. We expect the number of major amendments to stabilize over the next two to three years as the revisions using the 1982 Procedures are completed. We will also have successfully completed the transition to the new plan monitoring requirements under the 2012 Planning Rule in 2016. The agency developed guidance for making this transition in FY 2015, and is tracking progress and providing oversight to ensure that it occurs on all units needing to meet this requirement. We will also be striving to achieve a consistent level of the number of Forest Service units initiating and engaged in either assessment or revision work) within the agency. We will then be able to support an average of six-eight new revision starts and have a total of 25 to 32 revisions underway in any given year.

#### Inventory Monitoring and Assessment:

As the agency continues implementation of the 2012 Planning Rule, we are emphasizing meaningful public engagement throughout all phases of the planning process including assessments and ongoing monitoring. The use of “citizen science” and information generated by third party monitoring are becoming important aspects of this program. The agency has established a Crowdsourcing and Citizens Science Team to identify issues, explore how existing projects can be applied to agency programs, develop and deliver communications products, and work with other agencies to learn, develop relationships and share experiences and approaches. Training, guidance and other needed support are being planned, developed and implemented to address all aspects of agency public engagement and collaboration needs.

The planning and assessment processes have been enhanced by more effective inventory and monitoring resulting from having clearly established requirements, efficiencies in data management, data collection standards and protocols, improved analytical tools, and corporate applications designed to make data accessible to managers, partners, and the public. Quality data

and information help us understand the conditions on the land and the social and economic issues associated with natural resources. Quality data drives the indicators for key management and monitoring questions that reflect the decisions and analysis needed to support land management planning, program evaluations and project planning. The 2012 Planning Rule requires assessments that consider a broad spectrum of ecological, social and economic resource conditions as well as specific resources that must be addressed through unit and broader scale monitoring. Inventory, monitoring, and assessment information supports agency decision making at all levels and the prioritization of management actions.

In FY 2015 for additional units had published their Notice to Begin Assessment. By 2017, nineteen units revising their plans under the new Rule will have published the results from the multiple unique social, economic, and ecological assessments they conducted to meet the 2012 Planning Rule requirements. Assessments are a key initial step for determining the need to revise or amend plans in response to changing ecological, social, and economic conditions and for collaborating with the public. What we have learned from these initial efforts will be used to streamline the assessment process for future LMP revision efforts. Initial findings suggest a need to streamline and focus assessments on specific areas that need to change desired conditions, objectives, standards or guidelines for specific management areas in the LMP for the unit. This will help ensure that more attention is given to the specific data needed to address specific ecological, social and economic questions that need to be addressed.

## **Program Description**

### Program Overview

The Land Management Planning, Assessment, and Monitoring program is a foundational component of the agency's stewardship responsibilities to manage healthy forests and grasslands that are resilient to changing climates and external factors and provide recreational opportunities that connect people to the outdoors. It helps to ensure that the agency can continue to provide to the American people the ecosystem and multiple services derived from NFS lands, including benefits from timber, grazing, outdoor recreation, and the many other types of goods and services. Without adequate planning and monitoring, restoration and other economically and socially important activities could not occur on NFS lands. Collaboration and engagement with partners and the public is critical to developing, revising, or amending LMPs, conducting assessments, and developing and implementing a monitoring program.

The LMP component provides for the creation, revision, and amendment of LMPs required under the National Forest Management Act and the associated regulations. The program will continue to improve its capacity to implement the 2012 Planning Rule and revise existing LMPs in a systematic, strategic manner across all regions. In addition, the program will amend, correct or adjust, as needed, the plans not currently under revision, focusing on completing amendments to address critical issues and decisions, including energy corridors, integrated forestry, travel management plans, and watershed restoration opportunities.

The LMP provide a long-term vision of the desired conditions that each NFS unit hopes to achieve, and a management strategy for how to achieve them. To establish a framework for achieving this vision, each unit collaborates with the public to develop a strategic management

plan addressing a wide variety of programs and issues. A LMP provides the basis for identifying, prioritizing, and implementing the programs and projects to move the unit towards achieving desired conditions and agency objectives. Such goals and objectives may include addressing climate change, ensuring abundant clean water, providing recreation opportunities, and restoring and maintaining forest and rangeland ecosystems. This multi-tiered approach highlights ecological, social, and economic trends and conditions relevant to LMPs. The approach also generates efficiencies in data collection, mapping, storage, reporting, and use.

The Land Management Planning program is delivered through the following activities:

*Maintain Land Management Plans* – LMP maintenance includes making amendments, corrections, and adjustments; conducting any analyses needed after legal notice initiating an amendment; and, resolving any appeals, litigation, and objections to the amendment.

*Create/Revise Land Management Plans* – Includes all work activities associated with LMP revision and creation including those identified in the 2012 Planning Rule and in the 1982 Procedures of the 2000 Planning Rule, including public involvement, pre-revision assessments, development of LMP components, analysis of public comments and development of unit monitoring programs and broad scale regional monitoring strategies. This activity also involves resolving appeals, litigation and objections to the LMP.

The Land Management Planning program supports the Forest Service strategic goal of sustaining our nation's forests and grasslands and delivering benefits to the public by providing abundant clean water benefits and strengthening communities through social and economic benefits.

The Inventory, Monitoring, and Assessment component provides for the inventory, monitoring, and assessment work on the national forests and grasslands that supports LMP revisions, amendments, and other agency priorities. It also supports adaptive management through Plan monitoring activities that can lead to adjustments in Plan components as part of a revision or amendment process. These components include standards and guidelines for implementing on-the-ground activities that are designed to meet the desired conditions and objectives in plans.

The agency also integrates and improves databases and ensures that all existing and newly acquired data resides in a centralized repository which supports the efficient implementation of the 2012 Planning Rule and other programs requiring inventory data. Assessments conducted in advance of Plan revisions determine the need to change direction in existing plans.

The 2012 Planning Rule establishes a planning framework that emphasizes developing collaborative, science-based, unit-level monitoring programs and broader-scale monitoring strategies at regional and national levels to address high-priority landscape scale resource questions, conditions, and issues. This multi-tiered approach highlights ecological, social, and economic trends and conditions relevant to LMPs. The approach also generates efficiencies in data collection, mapping, storage, reporting, and use. Units will be completing and compiling monitoring information prior to initiating revisions or amendments in order to assess the need to change plan direction and identify resource issues.

The Land Management Planning, Assessment, and Monitoring Program contributes to the U.S. Department of Agriculture (USDA) Strategic Plan Goal 2, ensuring our national forests and

private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The program also supports all four Forest Service strategic goals: Sustaining Our Nation's Forest and Grasslands, Delivering Benefits to the Public, Apply Knowledge Globally, and Excel as a High Performing Agency.

### Allocation and Integration

Integrated allocations for this program are based on several factors related to planning, inventory, monitoring and assessment activities. These include the number of LMPs in each region that are under revision, the number of pre-revision assessments being conducted, the number of programmatic amendments underway, the number of plans in a non-revision or maintenance mode, and the number of units and total acreage in each region. Priority for allocating funds is given to those units revising their LMPs under the 2012 Planning Rule.

Coordination with other programs with responsibility for planning and amendments assures that appropriate direction, funding, and performance expectations are included in agency program and information resource direction.

### Partnerships

Collaboration with partners and the public is critical to developing, revising or amending LMPs, conducting assessments, and developing and implementing a monitoring program. Collaborative activities assist in identifying needs, establishing desired conditions, crafting alternatives or scenarios for future management, and identifying information needs and monitoring requirements.

For plan development, revision, and maintenance activities, agency field units work closely with citizens and organizations with an interest in how the land is managed. The Federal Advisory Committee for Implementation of the Planning Rule continues to address the challenges associated with implementing land management planning at the broader landscape scale envisioned in the Rule and directives. It is also providing recommendations to the Department of Agriculture and the Forest Service on adaptive management, including plan monitoring and assessments. The Committee is comprised of 21 [members](#) who provide balanced and broad representation of public interests including industry and user groups; environmental organizations; conservation organizations; recreation interests; members of the scientific community; State, county, or local elected officials (or designee); Tribal representatives; and others (<http://www.fs.usda.gov/detail/planningrule/committee/?cid=stelprdb5372048>). The USDA and the Forest Service considers recommendations from the Committee, along with public comment, as it develops the guidance, tools and other resources needed to improve its capacity to successfully implement the new Planning Rule and directives.

The agency works with Federal, regional, and local partners to inventory and monitor its lands. Within the Federal Geographic Data Committee, the Forest Service has the lead responsibility to work with other agencies to set standards for vegetation classification. The agency also works with governmental and nongovernmental partners to collect data and set inventory and monitoring protocols for consistent data collection methods.

**Units Completing Revisions using the 1982 Planning Procedures  
by Fiscal Year**

FS Region	Unit	State	Completed
1	Idaho Panhandle National Forest	ID	2015
1	Kootenai National Forest	MT	2015
2	Shoshone National Forest	WY	2015
3	Apache-Sitgreaves National Forest	AZ	2015
3	Prescott National Forest	AZ	2015
8	George Washington National Forest	VA	2015
			<b>Expected Completions</b>
5	Lake Tahoe Basin Management Unit	CA	2016
3	Coronado National Forest	AZ	2016
3	Coconino National Forest	AZ	2016
6	Malheur National Forest	OR	2017
6	Umatilla National Forest	OR	2017
6	Wallowa-Whitman National Forest	OR	2017
6	Colville National Forest	WA	2017

**Units Implementing Revision Requirements under the 2012 Planning Rule  
by Fiscal Year**

FS Region	Unit	State	Assessment Initiated	Revision Initiated	Expected Completion
8	Francis Marion National Forest	SC	2013	2014	2016
8	El Yunque National Forest	PR	2012	2014	2017
5	Inyo National Forest	CA	2013	2014	2017
5	Sequoia National Forest	CA	2013	2014	2017
5	Sierra National Forest	CA	2013	2014	2017
8	Nantahala-Pisgah National Forest	NC	2013	2014	2017
1	Flathead National Forest	MT	2013	2015	2017
10	Chugach National Forest	AK	2013	2016	2017
3	Cibola National Forest	NM	2013	2015	2018
3	Carson National Forest	NM	2014	2016	2018
3	Santa Fe National Forest	NM	2014	2016	2018
1	Helena National Forest	MT	2014	2016	2018
1	Lewis & Clark National Forest	MT	2014	2016	2018
2	Rio Grande National Forest	CO	2015	2016	2018
3	Tonto National Forest	AZ	2014	2016	2019
3	Gila National Forest	NM	2015	2016	2019
3	Lincoln National Forest	NM	2015	2017	2019
1	Clearwater National Forest	ID	2012	2014	TBD
1	Nez Perce National Forest	ID	2012	2014	TBD

Recreation, Heritage, and Wilderness

Budget Line Item	Recreation, Heritage, and Wilderness				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Recreation, Heritage, and Wilderness					
Annual Appropriations	\$261,719	\$261,719	\$263,942	\$2,223	1%
<b>Recreation, Heritage, and Wilderness Total</b>	<b>261,719</b>	<b>261,719</b>	<b>263,942</b>	<b>2,223</b>	<b>1%</b>
Annual Appropriations FTEs	1,918	1,918	1,918	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>1,918</b>	<b>1,918</b>	<b>1,918</b>	<b>0</b>	<b>0%</b>
Recreation, Heritage, and Wilderness					
Manage Recreation Operations	151,797	151,797	154,768	2,971	2%
Administer Recreation Special Use Authorizations	39,258	39,258	41,590	2,332	6%
Manage Heritage Resources	28,789	28,789	28,593	-196	-1%
Manage Wilderness & Wild & Scenic Rivers	41,875	41,875	38,991	-2,884	-7%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Recreation, Heritage, and Wilderness</b>						
Number of recreation site capacity (PAOT days) operated to standard	71,371,135	69,395,856	69,396,000	77,374,507	70,000,000	70,000,000
Percentage of NFS lands covered by travel management plans resulting in visitor safety, resource protection using best management practices, and less visitor conflict with off-road vehicle usage	85.5%	87.1%	100.0%	85.8%	100.0%	100.0%
Number of recreation special use authorizations administered to standard	17,506	15,429	15,400	16,082	15,000	15,500
Number of wildernesses meeting baseline performance for preserving wilderness character	0	0	0	0	44	26
Number of wild and scenic river areas meeting statutory requirements	55	49	57	43	57	45
Number of heritage programs managed to standard	81	74	75	82	80	80
Heritage program score	5,231	5,125	5,125	5,260	5,260	5,260

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$263,942,000 for the Recreation, Heritage, and Wilderness program, an increase of \$2,223,000 from the FY 2016 Enacted level. The increase will enhance the Forest Service’s efforts to strengthening and deepening connections with the public through outdoor experiences. At this level of funding, we will continue to expand and enhance outdoor experiences for the public by implementing five emphases:

- modernize our recreation special uses program;
- increase capacity and focus on our community service and volunteer programs;
- implement digital innovation;
- enhance citizen access through our system of recreation roads and trails; and
- leverage demonstration projects in key special places.

## **Past Performance**

Our Recreation, Heritage, and Wilderness programs provide a broad range of outdoor recreation and stewardship benefits to the public, individual businesses, and local economies. In FY 2015, we focused our resources on investing in partnerships and volunteers, including through the 21st Century Conservation Corps (21CSC); supporting and expanding opportunities for winter recreation opportunities in ski areas and trails; improving the quality and availability of recreation data, to support economic opportunity and public use; celebrating the 50th anniversary of the National Historic Preservation Act; modernizing our permit systems to expand outdoor experiences on the National Forest System (NFS); and rolling out our new Wilderness Stewardship Performance management approach, building on the success of the 10-Year Wilderness Stewardship Challenge. In 2015, more than 100,000 volunteers and service participants contributed 4.3 million hours or 2,388 Full-Time-Employees to help the Forest Service achieve its mission. These contributions were valued at \$100 million.

### Recreation Operations and Volunteers and Service

#### *Advancing Digital Access to the Outdoors*

Throughout FY 2015, Recreation personnel worked across disciplines and boundaries to improve public access to Forest Service data. To make available high quality recreation data, we first need to ensure that data is complete and consistent. In FY 2015, we implemented initial steps towards a single, unified recreation database. Working with a single data system will reduce field work and greatly improve the public facing information that feeds into Recreation.gov and other social media and web-based applications that facilitate outdoor recreation. For example, we worked to improve how we display information regarding campgrounds, trailheads, picnic areas, and other facilities on maps which then created more robust trip-planning tools. We began work on the Interactive Visitor Map 2.0, which is scheduled for release in spring of 2016, and will improve access to recreation information through an innovative and practical web site for mobile users.

We also strengthened relationships with partners and third-party vendors interested in using this data in the future, by co-hosting the myAmerica Developer Summit in April 2015. More than 80 participants from across the Nation gathered to develop apps and generate ideas for using government data sources to improve public access to outdoor recreation, such as by providing real-time information on campground availability or road and trail conditions.

#### *Expanding Employment and Access for Youth and Veterans*

In FY 2015, we continued to engage youth, particularly those from underserved communities, in the outdoors through partnerships, both through the 21CSC, National Public Lands Day (NPLD)

events, and other volunteer and service programs. We provided training and employment opportunities to 5,193 youth and 139 Veterans thus far, increasing our capacity to manage the NFS and build the next generation of conservation stewards. We also set a new Forest Service record holding 216 NPLD events across the Nation, a 32 percent increase above FY 2014. The NPLD is the Nation's largest, single-day volunteer effort for public lands seven Federal agencies as well as nonprofit organizations and State, regional, and local governments participate in the annual day of caring for public lands.

#### *Over Snow Travel Management*

In FY 2015 we published the final Over-Snow Vehicles rule, Part C of the Travel Management Rule, a policy that sets principles for consistent field implementation. The new rule, which was very well received by multiple partners, provides clarity for managers on the ground expands winter recreation opportunities and ensures natural resource protection at the same time.

#### Heritage Resources

Throughout FY 2015, we celebrated the 50th anniversary of the National Historic Preservation Act (NHPA) through more than 170 “Preservation 50—Windows on the Past” projects across the Nation. “Preservation 50” is a public-private collaborative effort to leverage the accomplishments of the first 50 years of the NHPA to assure historic preservation’s vibrant future in America and better connect the American public to their cultural and historic resources. To engage the public in Preservation 50 events, we reached out to several media outlets including multiple social media platforms and apps such as Instagram and Yonder.

In 2015, several Preservation events were held on national forests, such as the Malheur National Forest and the National Forests in Florida. Here are two examples of Preservation 50 events held in 2015. On the Malheur National Forest in Oregon, we partnered with the Kam Wah Chung Heritage group to preserve and interpret the legacy of 19th century Chinese immigrant miners at a mining site with intact earthworks and mining features. And in the National Forests in Florida we partnered with American YouthWorks and HistoriCorps to stabilize and interpret the National Historic Landmark at Fort Gadsden, once a bustling British fort/trading post, later a recruitment center for escaped slaves and Seminole Indians to thwart American expansion until the Fort’s destruction in 1816. Highlighting the breath, significance, and diversity of cultural assets on the NFS will spark the interest of all segments of the American public resulting in increased use, visitation, and appreciation that will also benefit rural gateway communities with economic opportunities.

#### Recreation Special Uses

In FY 2015, we solicited and completed analysis of comments on the proposed ski area water clause and submitted the final directive for Federal Register publication, a significant step forward to support additional seasonal or year round recreation use at ski areas. The final rule, which includes two clauses that address the sufficiency of water for ski area operations, will promote the long-term sustainability of ski areas on the NFS and support jobs and the local economies that depend on them.

We also initiated steps to expand economic opportunities and outdoor experiences on the NFS more broadly, through special uses. In FY 2015, we initiated a multi-year, multi-faceted modernization effort of our permitting system. Once complete, this modernized system will make it easy for the public to seek, and staff to issue, recreation special use permits.

### Wilderness and Wild and Scenic Rivers

In FY 2015, we successfully implemented a new performance measure in a trial mode, with plans to formally use the measure beginning in FY 2016. This measure “wildernesses meeting baseline performance for preserving wilderness character”, also known as “Wilderness Stewardship Performance”, provides flexibility for national forest and district staff to choose ten evaluation elements, from a broader set of 19 elements, that most closely reflect local stewardship priorities for every wilderness they manage, while using a consistent framework to make the reporting results comparable across the country. These elements were developed in close coordination with other resource areas including fire management, water resources, air quality, invasive species, grazing, recreation, cultural resources, and special uses to address the truly integrative nature of wilderness stewardship. We provided national funding and staffing to assist in the selection of elements for all 445 wildernesses. This measure will help us move the Wilderness Program forward towards effective stewardship management for all designated Wilderness, following the successful completion of the 10-Year Wilderness Stewardship Challenge in FY 2014.

In FY 2015, we also fulfilled Wild and Scenic Rivers planning and active management efforts to successfully meet statutory requirements for 35 percent (43 of 122) of designated rivers managed by the Forest Service or flowing through NFS lands. Such work delivered benefits to the public through protection and enhancement of river values such as clean water, free-flowing condition, and river-related recreation. We also continued to collaborate with the Department of the Interior in the Interagency Wild and Scenic Rivers Coordinating Council, including work to develop a draft technical paper and hold a workshop for agency and non-agency river managers on the topic, “Addressing User Capacities on Wild & Scenic Rivers.”

## **Program Description**

### Program Overview

Recreation, Heritage, and Wilderness programs on the NFS offer a diverse range of recreational opportunities across NFS lands, connecting people with nature in an unmatched variety of settings and activities. Outdoor recreation is by far the single greatest use of the NFS, supporting approximately 143,000 full- and part-time jobs and contributing close to \$10 billion to the communities surrounding national forests and grasslands. NFS lands host about 147 million visits annually, engaging the public in activities such as camping, picnicking, skiing, snowboarding, hunting, fishing, hiking, backpacking, horseback riding, wildlife viewing, and visiting cultural sites. The benefits to rural communities from visitors to NFS lands continue long after visitors leave the forest. Visitors spend money in rural communities on everything from lodging and restaurants to ski lessons and river guides.

In addition to these economic benefits, recreation opportunities contribute greatly to the physical, mental and spiritual health of individuals, bond families and friends, and instill pride in our natural and cultural heritage. Heritage resources, particularly those that offer opportunities for the public to visit, make significant contributions to local economies, provide authentic experiences for cultural tourism. Wilderness fulfills a deep seated need for an alternative to urban and suburban parks, and furnishes a frequently sought environment for undisturbed solitude and relaxation.

### *Every Kid in a Park*

The Forest Service continues to be an active partner in President Obama's Every Kid in a Park initiative which is committed to getting all children to visit and enjoy the outdoors and inspire a new generation to experience the country's public lands and waters. Every Kid in a Park allows every fourth-grader in the Nation - and their families - to receive an "Every Kid in a Park" pass that is good for free admission to all of America's Federal lands and waters. The Forest Service will continue to implement local programs throughout the country to support this initiative and provide meaningful opportunities for children to experience the outdoors.

Aspects of the Recreation, Heritage, and Wilderness programs also restore and maintain landscape character, and support a sense of place on landscapes visitors recreate within, the trails they hike, and the viewsheds they value. High-value recreation settings and scenery support community identity and influence quality of life and our sense of place. These settings shape our public image and guide experiences of visitors recreating on NFS lands. Participation in recreational activities is the way that most people come to know our national forests and grasslands, making recreation a critical avenue for developing an understanding of the relevance of our lands and natural and cultural resources, and creating support and a future constituency for public land management.

Recreation, Heritage, and Wilderness programs manage 26,750 recreation sites, over 30,000 recreation special use authorizations, 25 major visitor centers, 22 National Historic Landmarks, over 362,000 heritage assets, 136 national scenic byways, 445 designated wildernesses (over 36 million acres), and 122 designated wild and scenic rivers (over 4,900 miles). Through advancements in innovation and technology, we are expanding access to information and reservation services to encourage public enjoyment of these recreation opportunities.

Recreation, Heritage, and Wilderness programs are delivered through the following activities:

Manage Recreation Operations – This activity funds the operation of developed sites, such as campgrounds, day-use areas, boat ramps, solid waste disposal facilities, and visitor centers; general forest areas, including landscape corridors for national trails and scenic byways, snow play areas, lakes, streams, and roads; interpretive and educational services; and dispersed recreation activities such as hiking, camping, hunting, fishing, and wildlife and scenic viewing. This activity also funds sustainable recreation and tourism planning, visitor use management, cleaning facilities and sites; providing safety and security measures for visitors and employees; conducting prescribed inspections; managing partnerships and volunteers; and providing interpretive or educational programs, presentations, and products

to visitors. In addition, this activity also provides for the assessment, inventory, protection, enhancement, and monitoring of NFS recreation settings and scenic character.

Administer Recreation Special Use Authorization – This activity funds processing new requests for recreation special use permits and administering existing authorizations, including permits for downhill ski areas; campground management; organization camps; outfitting and guiding; resorts and marinas; recreation events; and recreation residences. This activity funds responses, analyses, and decisions to proponents and applicants who request the use of NFS lands to provide recreation opportunities and benefits to forest visitors. This activity also includes providing inspection, oversight, and monitoring of authorizations issued to ensure compliance with the terms and conditions of the authorizations. Special use permits make it possible for the public to enjoy many recreational opportunities which we would not otherwise be able to provide.

Manage Heritage Resources – This activity supports the protection of significant heritage assets and contributes interpretive, educational, site stewardship, and scientific and technical information to governmental entities, the public, and tribes. Agency efforts include heritage asset rehabilitation, both to reduce deferred maintenance and to provide enhanced opportunities for community economic development and tourism. Funded activities include identifying, evaluating, protecting, monitoring, and preserving heritage resources, sites and areas, and promoting heritage values through interpretation, Passport in Time projects, presentations, and other public information and outreach efforts.

Manage Wilderness and Wild and Scenic Rivers – This activity funds the protection and management of designated wilderness and wild and scenic rivers. Funded activities include managing visitor use and impacts, education and outreach, inventory and monitoring, information management, protecting wilderness character for designated wilderness, and protecting free-flowing conditions for wild and scenic rivers through collaborative public, private, and interagency management. Funded activities also include evaluating and recommending areas and rivers worthy of addition to the National Wilderness Preservation System and the National Wild and Scenic Rivers System during forest planning.

By providing sustainable recreation opportunities and protecting wilderness areas and wild and scenic rivers, the program contributes to the USDA Strategic Goal 2: ensuring our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Recreation, Heritage and Wilderness program also supports the Forest Service strategic goal of delivering benefits to the public through strengthening communities and connecting people to the outdoors.

#### Allocation and Integration

Funds are allocated to the regions based on program capability, core operations, and national priorities. The allocation process considers past performance and future needs regarding developed recreation site use; special use permit processing and administration; heritage resources; and management of wilderness areas and wild and scenic rivers.

Recreation and wilderness programs achieve multiple management objectives by integrating with other land and resource programs. Examples include: joining resources with Capital Improvement and Maintenance programs to implement travel management; coordinating with other programs to address interpretation and education needs that connect the American public to nature; identifying and pursuing acquisition of needed access with and through the Landownership Management and Land Acquisition programs; coordinating with the Integrated Resource Restoration program to complete resource tasks in wilderness areas such as invasive species management, air quality monitoring, and prescribed burning; and using Research and Development programs to address the effects of climate change on wilderness areas.

### Partnerships

The Recreation, Heritage, and Wilderness program is supported through volunteers, Youth Conservation Corps, and hosted programs. Hosted program organizations such as the Greening Youth Foundation, Student Conservation Association, AmeriCorps, Los Angeles Conservation Corps, Southwest Conservation Corps, and others work with us to offer public service opportunities to connect youth with nature and prepare the next generation of conservationists. More than 80 percent of these contributions to the agency have been in the areas of recreation, trails, and wilderness.

The public's use and enjoyment of resources on national forests and grasslands is enhanced through a variety of partnerships including volunteers and nongovernmental organizations such as outfitting and guiding, ski areas, and campground concessionaires. We collaborate with the Departments of Transportation, Commerce, and the Interior; States and communities; and other recreation providers to improve programs, provide access, and to support social and economic benefits derived from federally managed lands. Partnerships and programs that enable youth and Veterans to serve and work on public lands are essential to sustaining these resources for future generations and developing our workforce. This program consistently involves the highest number of volunteers and service participants within the agency.

Volunteers and service participants contribute significantly to assisting the agency in managing heritage resources, providing interpretive services, maintaining trails, and managing youth programs and campgrounds. Organizations like HistoriCorps and the Passport in Time Clearinghouse enable citizens to engage with their government and contribute in ways that build links to the past and positive perspectives of support for the agency mission. Partnerships employing Indian youth conducting archaeological surveys change agency interpretations of the past and build greater Tribal relationships. In addition, we work with partners at the national level, such as the National Forest Foundation, National Wilderness Stewardship Alliance, and the River Management Society to recruit wilderness and wild and scenic river volunteers and with the WILD Foundation on international skill exchanges.

In FY 2014, nearly 110,000 volunteers contributed 4.64 million hours of service valued at \$101 million according to the Independent Sector valuation of the volunteer hour, while service participants obtained job training, national service, and other development opportunities.

Wildlife & Fisheries Habitat Management

Budget Line Item	Wildlife & Fisheries Habitat Management				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Wildlife & Fisheries Habitat Management					
Annual Appropriations	\$140,466	\$140,466	\$140,466	0	0%
<b>Wildlife &amp; Fisheries Habitat Management Total</b>	<b>140,466</b>	<b>140,466</b>	<b>140,466</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	772	772	772	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>772</b>	<b>772</b>	<b>772</b>	<b>0</b>	<b>0%</b>
Wildlife & Fisheries Habitat Management					
Wildlife & Fisheries Habitat Management	140,466	140,466	140,466	0	0%

Performance Measure

Accomplishment and Targets (1)

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Wildlife &amp; Fisheries Habitat Management</b>						
Number of watersheds moved to an improved condition class	12	10	19	19	20	22
Acres treated annually to sustain or restore watershed function and resilience	2,533,121	2,906,018	2,900,000	3,100,979	2,900,000	2,900,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$140,466,000 for Wildlife and Fisheries Habitat Management, the same as the FY 2016 Enacted Budget. This funding level will allow the agency to continue the pace of ecological restoration similar to FY 2016 levels.

The Wildlife and Fisheries Habitat Management program incorporates the lessons learned from the agency’s Integrated Resource Restoration (IRR) pilot. We continue to work across landownerships and programs in an integrated fashion to achieve landscape scale outcomes and incorporate work in site specific areas to address significant localized impacts to the ecosystem. The proposed FY 2017 program of work continues the emphasis on watershed restoration and moving watersheds to an improved condition class. Through integration with other programs, this budget provides a portion of the integrated funds necessary to move 22 watersheds to an improved condition class, treat 2,900,000 acres to sustain or restore watershed function and resilience, and restore or enhance 3,450 miles of stream habitat. Through an integrated approach to restoration, we estimate we will also improve 2,500,000 acres of wildlife habitat, enhance 30,000 lake acres, and complete conservation actions benefitting 185 listed threatened and

endangered species, as well as engage tens of thousands of individuals across the nation through our conservation education efforts.

The program will focus on species and habitats most at risk from the effects of climate change. Program funding, including that identified for conserving priority landscapes, plays a critical role in management activities that restore, recover, and sustain wildlife and fish – particularly rare animal and plant species –and those of economic significance to local communities, States and tribes. We will continue to work across all program activities and enhance our partnerships and collaboration with nongovernmental organizations, other Federal agencies, State agencies, Tribes, and civic groups to continue to achieving the program’s accomplishments.

Restoring and protecting high quality habitats, reconnecting fragmented landscapes and waters, and engaging partners and local communities in large landscape conservation efforts are some of the ways the agency is working towards mitigating the effects of climate change on at-risk species and habitats. Emerging scientific data regarding climate change will be incorporated in the evaluation of management actions and alternatives to facilitate implementation of successful species and habitat adaptation strategies.

Specific priorities within each activity include:

Manage Aquatic Habitat - The request will fund the restoration and enhancement of stream and lake habitat and will support management priorities that recover and conserve 156 species of threatened or endangered fish, mussels, crustaceans, and 440 Forest Service aquatic animal and plant sensitive species or species of conservation concern. Habitat improvement projects designed to benefit multiple species, where possible, will be emphasized. Coordinated planning with other agency programs, such as the Legacy Roads and Trails program and Road Management activities will be emphasized to restore fish passage in fragmented stream segments, reestablish stream and riparian habitat function, and facilitate long range life cycle movements for aquatic species. These management activities are necessary to meet recovery objectives for threatened and endangered fish and other aquatic organisms; provide clean and abundant water for terrestrial wildlife and human uses; and provide quality sustainable fisheries resources guaranteed by Tribal treaties, and for use by the public. Hundreds of partners will continue to invest both funds and labor to make significant contributions to program activities.

Manage Terrestrial Habitat - The request will support the restoration of terrestrial habitats. Activities will focus on the recovery needs of over 109 threatened and endangered wildlife species, and 162 listed plant species. Funding will support management priorities for Forest Service sensitive species or species of conservation concern, habitats most affected by climate change, and species and habitats important to providing quality hunting and viewing opportunities for the public.

Priorities will focus on reforestation and revegetation efforts in support of ecological restoration, post-wildfire recovery. The agency will continue investment in conservation actions essential to improve habitat for the Greater Sage Grouse. We will also invest in work focusing on protecting and enhancing habitat for key pollinator species.

Across the national forest and grasslands, hundreds of projects will be implemented in a variety of habitats that benefit a diverse suite of terrestrial species. Examples include creating breeding habitat in jackpine forests for the endangered Kirtland's warbler in the Eastern Region; improving bighorn sheep, elk, and mule deer winter range in the Rocky Mountain and Northern Regions; treating late successional forests accompanied by road closures and decommissioning to benefit northern goshawk, spotted owl, and fisher in the Pacific Southwest Region; and creating nest islands for the declining populations of dusky Canada geese in the Copper River Delta in the Alaska Region.

A large number of acres will be managed with prescribed burning in the Southern Region in short- and longleaf pine forests to maintain adequate habitat conditions for a large suite of plant and animal species, some of which are only found in these fire dependent habitats including the red-cockaded woodpecker, gopher tortoise, and rough-leaf loosestrife, all of which are federally listed species.

Provide Wildlife and Fish Interpretation and Education – Supporting youth engagement and recreation will be achieved through conservation and education elements including the Naturewatch program and associated activities. Wildlife and fisheries environmental education programs will connect adults and children with their natural heritage through a variety of agency's initiatives such as the "Kids in the Woods" program. An increased emphasis will be placed on upgrading and expanding the Forest Service "critter cams." This popular program connects the public to a number of unique species, providing real time viewing opportunities through the internet. The agency will continue to support the ever popular and educational "International Migratory Bird Day", "National Fishing Week", and hunter programs such as the National Wild Turkey Federation's Wheelin' Sportsman, and Women in the Outdoors. All of these efforts and activities increase awareness, understanding, and enjoyment of wildlife, fish, and the ecosystems upon which they depend.

### **Past Performance**

In FY 2015, the agency continued to build on the lessons learned from the IRR pilot to more effectively integrate our efforts, work across landownerships, use the best available science, and increase collaboration with our partners. The primary outcome measure we use as a benchmark for our efforts is the number of watersheds moved to an improved condition class. The annual result is not only reflective of work implemented this year, but represents the culmination of integrated watershed-based work that started with the development of watershed restoration action plans. As we progress in our experience with the Watershed Condition Framework, we are learning that some watershed plans may need five to ten years to complete all the restoration actions required instead of the three to five years originally envisioned, due to the complexity and/or expense of watershed improvements and the focusing of available resources towards other priorities. Some watersheds simply have a longer list of required actions for their restoration plans which can drive up the time and expense needed. It is also taking longer to complete the National Environmental Policy Act (NEPA) work on some projects—particularly where the watershed work is bundled together with other restoration treatments for an environmental analysis.

To further accelerate watershed restoration both internally and externally and further stimulate water inspired human connections and investment in sustaining abundant, clean water and healthy aquatic habitat from our Nation's watersheds. In FY 2015, we initiated efforts to convene leaders and existing and new partners to achieve national water quality, water supply, and aquatic habitat objectives through collaborative restoration actions on all lands.

A critical aspect of attaining our strategic goals of sustaining our Nation's forest and grasslands and delivering benefits to the public is achieved through the work captured by the performance measure referred to as "acres treated annually to sustain or restore watershed function and resilience." This measure is a composite that captures the "foot print" of our acre based treatments accomplished through a wide variety of restoration actions and programs, including activities supported by other budget line items. For the last three years including FY 2015, we have accomplished 2.7 to 3.1 million acres of restoration treatments each year. In FY 2015, the Wildlife and Fisheries Management Program remained a significant contributor to this accomplishment. This wildlife and fisheries habitat work, accomplished through a variety of integrated funding sources, included a total, of almost 29,000 acres of Lake Habitat work and over 1,300,000 acres of terrestrial habitat enhancements.

For wildlife, the focus continued on restoration of landscape scale ecosystem function and habitat connectivity through habitat restoration projects and protection and maintenance of migration corridors for a host of important species, such as grizzly bear, mule deer, elk, bighorn sheep, and sage grouse. Benefits of these activities are directly related to important conservation of species listed or being considered for listing under the Endangered Species Act.

The restoration efforts of the wildlife and fish habitat management program along with integrated restoration efforts accomplished through other programs are critical in maintaining strong fish and wildlife populations important to the American public and for achieving the strategic goals of strengthening communities and connecting people to the outdoors. Across the U.S., hunters, anglers, and wildlife viewers combined spent \$7.7 billion for their activities and equipment used for Forest Service related recreation on the National Forest System (NFS) lands. These expenditures supported 189,000 jobs and \$878 million in Federal income tax receipts (Report prepared by American Sportfishing Association for the Wildlife, Fish and Rare Plants Staff, U.S. Forest Service, U.S. Department of Agriculture, January 3, 2007, pg. 8).

Ensuring quality aquatic and terrestrial habitat and functional landscape connectivity across all lands remains a top focus for the agency. Stream restoration work directly affects habitat for threatened, endangered, and sensitive aquatic species as well as habitat for native fishes with commercial and non-commercial value, and for desired non-native species important to recreational fishing. The Legacy Roads & Trails Fund played a significant role in enhancing stream and terrestrial habitat for fish and wildlife resources and restoring habitat connectivity. Integrated planning and the effective use of partnerships allowed us to continue to make strong progress in this area. The cumulative accomplishments associated with this measure are a critical component of our threatened, endangered, and sensitive species restoration. Expanding the available habitat is making these species less susceptible to impacts associated with catastrophic events such as climate change, wildfire, or flood damage and helping us achieve our strategic goal of providing more resilient, adaptive ecosystems.

The agency continues to work with a variety of partners and municipalities to improve culverts for aquatic organism passage and in FY 2015 achieved a milestone of its 1,000th culvert upgraded to fish-friendly standards under the Legacy Roads & Trails Fund. In addition, the prioritized retrofitting of irrigation diversions, support of instream flows, removal of invasive species, and a growing interest in decommissioning aging dams all restore aquatic connectivity networks located on and adjacent to NFS lands.

Removal of unnecessary roads can decrease long-term road maintenance costs and reduce the environmental impact of our transportation systems on aquatic and terrestrial habitats, and non-point source runoff. Challenges in maintaining prior levels of performance and accomplishments stem from a reduction in FY 2015 Roads and Legacy Road & Trails funding. Road decommissioning makes important contributions to our portfolio of restoration efforts by reducing the environmental impact of our transportation systems. These impacts include fragmentation of terrestrial and aquatic habitats and the channeling of sediment into streams, Road decommissioning activities include restoring lands occupied by roads to a more natural state. This work provides substantial benefit to fish and wildlife resources and improves water quality.

Other FY 2015 highlights include conservation efforts for the Greater Sage-grouse. In 2015, following years of effort, the Final Environmental Impact Statements and records of decision (RODs) for the Greater Sage-grouse (GSRG) were completed. These documents are the culmination of an unprecedented planning effort in cooperation with the Department of the Interior, Bureau Land Management (BLM) to conserve this critical GSGR habitat on NFS and BLM-administered lands. The Forest Service, as a cooperating agency with the BLM, developed a targeted, multi-tiered, collaborative landscape-level conservation strategy based on the best available science that offers the highest level of protection for GRS in the highest priority habitat areas.



The GRS currently occupies only 56 percent of its historic range and populations have continued to decline for the past 40 years. On September 22, 2015, Secretary of the Interior Sally Jewell announced that this species does not warrant protection under the Endangered Species Act, due, in part, to the collective conservation efforts of the FS and BLM, as reflected in the decisions. The conservation measures presented in the RODs and the Land Management Plan (LMP) amendments protect the GRS and its habitat, and also more than 350 other wildlife species associated with the sagebrush steppe ecosystem, which is widely recognized as one of the most endangered ecosystems in North America.

Implementation of the LMP amendments will occur over a number of years; 2016 is a transition year, and 2017 marks a year of concentrated focus. The LMP amendments include a suite of management actions, such as the establishment of lek (sage-grouse courtship areas) buffers, mitigation requirements, monitoring protocols, and targeted restoration and habitat improvements. These efforts will require substantial commitments of time and funding to ensure that we follow through on our commitment to conserve, enhance, and restore GRS habitat.

A key component of accomplishing our strategic goal of connecting people to the outdoors is achieved through our Naturewatch programs. Supporting youth engagement and recreation is achieved through conservation and education elements including the Naturewatch program and associated activities. In 2015, more than 300 events were held reaching thousands of children and adults in celebration of National Fish and Boating Week across our national forests and grasslands. This is one of many ways in which the agency connects people with nature, helping to outreach and educate the public on the value and importance of NFS lands.

The Forest Service worked closely with the U.S. Fish and Wildlife Service and State forestry and wildlife resource agencies to monitor bat populations in light of the devastating impacts of white-nose syndrome caused by an invasive species. Through an interagency effort, the entities developed and published a national protocol for monitoring bats - The North American Bat Monitoring Program (NABat), which was published in June 2105. We are continuing to effectively cost-share and workload share implementation of NABat with willing partners.

In response to the Presidential Memorandum, “Creating a Federal Strategy to Promote the Health of Honey Bees and Other Pollinators,” (June 2014), the Forest Service has been actively participating in interagency working groups that resulted in a National Pollinator Health Strategy, a Pollinator Action Plan, and the “Conservation and Management of Monarch Butterflies: A Strategic Framework” (March 2015) that describes current research and restoration efforts, including partnerships and citizen science opportunities for managers and public entities.

We leveraged our investments to achieve important habitat work through a collaborative partnership with other agencies and the National Fish and Wildlife Foundation. In September of 2015, the National Fish and Wildlife Foundation announced a first round of grants totaling \$3.3 million from its recently launched Monarch Butterfly Conservation Fund, see link: [http://www.nfwf.org/whoweare/mediacenter/pr/Pages/monarch\\_pr\\_15-0928.aspx](http://www.nfwf.org/whoweare/mediacenter/pr/Pages/monarch_pr_15-0928.aspx). The 22 grants, which will be matched by more than \$6.7 million in grantee contributions, will support the restoration of up to 33,000 acres of habitat in areas identified by experts as key to monarch recovery.

## **Program Description**

### Program Overview

In today’s Forest Service, successful ecosystem restoration requires an integrated approach to achieve multiple resource objectives at scales that are meaningful to ecologic function and economic and social expectations. Working at the landscape or watershed scale and involving multiple disciplines and partners is critical in systems where boundaries based on land ownership, jurisdiction, and community interest are superimposed onto natural systems. As the agency has learned through the IRR pilot, national forests and grasslands are most successful when ecosystem restoration improves resilience of watersheds; restores and conserves quality fisheries and wildlife habitat and biodiversity of plant and animal communities; and ensures vital products and amenities such as clean water and recreational opportunities are available to our society. Timely reforestation and restoration following high intensity wildfire is also important to maintaining forest and grassland ecosystems and deriving associated ecological, social, and economic benefits.

The Wildlife and Fisheries Habitat Management program protects, restores, and enhances habitats for wildlife, fish, and rare plants for their sustainable use and enjoyment by the public. The national forests and grasslands contain some of the most ecologically and economically significant habitat remaining for the Nation's fish, wildlife, and botanical resources. These resources include 220,000 miles of fishable streams, more than 2 million acres of lakes, and 5 million acres of wetlands. The NFS provides habitat for 420 threatened and endangered species and another 3,100 species listed as sensitive by the Forest Service and States. In the lower 48 States, NFS lands contain 80 percent of elk, bighorn sheep, and mountain goat habitat; the majority of habitat remaining for rare and wide-ranging carnivores (e.g., grizzly bear, Canada Lynx, North American wolverine), and some of the Nation's most economically valuable cold-water fish populations.

The program is delivered through the following activities:

*Manage Aquatic Habitat* - Activities include actions to improve and restore native and endangered species habitat such as improving water quality, substrate, streambank, riparian and watershed habitat conditions; controlling aquatic invasive species; increasing fishing opportunities and access; monitoring species status and project effectiveness; and reducing stream habitat fragmentation primarily by identifying priorities for restoring fish passage. Developing tools to evaluate aquatic species adaptability and resilience to climate change has become an important aspect of this program.

*Manage Terrestrial Habitat* – Activities ensure that there is suitable habitat to support sustainable populations of harvestable species, and threatened, endangered and sensitive species (animals and plants), across the national forests and grasslands. Examples of activities include prescribed fire to produce early successional habitat; thinning treatments to hasten the creation of old-growth components in even-aged stands; erecting temporary fencing to protect newly treated aspen clones; mechanical treatments to rejuvenate decadent shrub-steppe habitat for sage dependent wildlife; and protecting and restoring wetlands, high elevation wet meadows, bogs, fens, springs, and other water sources. Developing and implementing consistent inventory, monitoring, and strategic conservation strategies and actions is also a critical aspect of this program.

*Provide Wildlife and Fish Interpretation & Education* – Supporting youth engagement and recreation is achieved through conservation and education elements including the Naturewatch program and associated activities. These activities, include developing and maintaining permanent wildlife viewing sites; conservation education; providing viewing opportunities; and the development and sponsorship of local and national events such as *Kids Fishing Days* and

#### Stream Crossing using Simulation design



Stream crossings using the Stream Simulation Design approach allow for aquatic organism passage during low and high flows and flood resiliency by passing sediment and wood during flood events. A partnership with Trout Unlimited upgraded two priority culverts for aquatic organism passage in 2015 reconnecting 23 miles of stream in the Upper Greenbrier North watershed.

*International Migratory Bird Day* programs There are hundreds of other Naturewatch activities implemented that connect people with “all things wild” on the national forests and grasslands.

The Wildlife & Fisheries Habitat Management program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. Our strategic plan charts a path to sustaining our Nation’s forest and grasslands and delivering benefits to the public and this program’s activities are important to fostering ecosystems that are resilient and adaptive, providing abundant clean water, and creating or maintaining economic opportunities and jobs providing socioeconomic benefits to local communities and the Nation.

### Allocation and Integration

Each region receives a base level of funding to ensure that viable fish and wildlife programs are implemented on all national forests and grasslands. Funding allocations are based on a process that combines support for core operations and priorities with a set of criteria that compares regional performance and needs. The results are then evaluated against capability information submitted by the regions which may result in distribution adjustments. Examples of allocation criteria include: total need identified by the regions, previous accomplishment levels, unit costs, and high priority restoration needs created by fires and other disturbance events. Adjustments may also be made based on evaluation of program delivery across budget line items to ensure integrated program implementation.

Integration and collaboration with other programs are important aspects of wildlife and fisheries habitat management activities and influence allocations. Habitat restoration projects that benefit terrestrial species are enhanced and expanded by combining efforts with the Wildland Fire Management Hazardous Fuels; Vegetation and Watershed Management; and Recreation, Heritage and Wilderness programs. Aquatic species and their habitats benefit from combining efforts with Vegetation and Watershed Management and Capital Improvement and Maintenance Roads and Trails programs. The conservation of migratory birds is enhanced through inter-deputy collaboration with Forest Service International Programs; and working with the Landownership Management program has helped identify opportunities for improving access for hunters and anglers.

### Partnerships

The Wildlife and Fisheries Habitat Management program has an extensive network of collaborators and long-term partners, Federal and State agencies, Tribal governments, nongovernmental organizations, and local communities which help power our program annually. Successful partnerships and collaborative efforts have led to the restoration of millions of acres of terrestrial habitat, and thousands of miles of streams for imperiled, common, and economically significant species throughout the Nation. These partnerships have increased Forest Service capacity to perform habitat management through sizeable contributions of matching funds and in-kind support from external partners. For decades, the agency has worked closely with State wildlife agencies; local communities; civic organizations; and national conservation oriented organizations such as The Nature Conservancy, Trout Unlimited, National Fish and Wildlife Foundation, National Forest Foundation, Rocky Mountain Elk Foundation,

Wildlife Forever, Ducks Unlimited, and the National Wild Turkey Federation. Annually, external partners help the agency complete over 2,000 wildlife and fisheries projects on national forests and grasslands. The dollar and in-kind value of these efforts is typically over \$55 million annually.

Grazing Management

Budget Line Item	Grazing Management				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Grazing Management					
Annual Appropriations	\$55,356	\$56,856	\$50,000	-\$6,856	-12%
<b>Grazing Management Total</b>	<b>55,356</b>	<b>56,856</b>	<b>50,000</b>	<b>-6,856</b>	<b>-12%</b>
Annual Appropriations FTEs	423	423	423	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>423</b>	<b>423</b>	<b>423</b>	<b>0</b>	<b>0%</b>
Grazing Management					
Manage Grazing Allotments	24,453	25,116	22,087	-3,029	-12%
Prepare Grazing Allotment NEPA	30,903	31,740	27,913	-3,827	-12%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Grazing Management</b>						
Allotment acres administered to 100% of Forest Plan standards	29,268,333	29,794,000	27,000,000	28,605,088	27,000,000	27,000,000
Number of grazing allotments with signed decision notices	123	103	110	48	110	100

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$50,000,000 for Grazing Management, a decrease of \$6,856,000 from the FY 2016 Enacted Budget. Funding at this level will maintain the administration of grazing permits and the completion of the National Environmental Policy Act (NEPA) decisions at slightly reduced levels from FY 2016. The agency places a high priority on making investments necessary to restore and manage our rangelands so that they are more resilient to a variety of threats such as insects, disease, invasive species, and drought, and are more capable of delivering benefits to the American people—creating strong rural communities and economic opportunity.

Funding the Grazing Management program supports two primary activities: 1) administering livestock grazing use on approximately 93 million acres of the National Forest System (NFS) lands and approximately 10 million acres of private land within grazing allotments; and 2) completing National Environmental Policy Act (NEPA) analysis on grazing allotments in accordance with the NEPA schedule established under the provisions of the Rescissions Act of 1995 (P.L. 104-19, section 504), along with the subsequent implementation of management

practices derived from NEPA decisions. In FY 2017, we will emphasize a balance between the completion of allotment NEPA and the administration of existing permits. Administration of existing permits will focus on basic stewardship to ensure grazing will be sustained at the appropriate levels.

The agency will make NEPA-based decisions for allotment management plans based on the resource assessment, monitoring data and best existing scientific information to help the Forest Service ensure that grazing on NFS lands facilitates ecosystem restoration associated with those grazing allotments. NEPA allotment planning and management is a dynamic process. The NEPA national summary of allotment schedules is published every three years to incorporate a new three-year planning period and to maintain a long term schedule. FY 2014 was the first year of a 3-year cycle. At the end of FY 2016, a new national summary of allotment NEPA schedules will be published to include the next 12-year span, 2017-2028. The reduced rate of completion of NEPA will necessitate extending the scheduling timeframe for all needed NEPA analyses.

Benefits from the FY 2017 program of work will include: a sustainable supply of forage for livestock; sustained quality and quantity of water resources; economic opportunities for rural communities; sustaining grazing management practices to support ecosystem restoration efforts; and working landscapes associated with open space and habitat connectivity across NFS and other Federal, State, Tribal, and private lands. The agency will continue to look for opportunities to coordinate sustainable landscape management on grazing lands and integrate work across programs, including efforts to restore Greater Sage Grouse habitat in western regions.

Specific priorities within each activity include:

**Manage Grazing Allotments** - The FY 2017 President's Budget includes administration of 27 million acres of grazing allotments to 100 percent of Land Management Plan standards. This measure reflects the level of permit administration relative to implementing all grazing management direction prescribed in land management plans, project-level NEPA decisions, grazing permits or agreements, and other relevant documents. Administering allotments to standards assures that management decisions identified during the NEPA process are implemented, achieve desired outcomes, or are adjusted if initial actions are not effective. Although all grazing allotments are administered, priority is placed on administering allotments with known critical resource issues, such as management of habitat for endangered species.

**Prepare Grazing Allotment NEPA** - The FY 2017 President's Budget provides funding to complete grazing NEPA analysis and decisions for 100 grazing allotments. The planned accomplishment level reflects a capacity assessment based on a number of factors including a lower funding request compared to FY 2016 enacted levels; an anticipated increase in NEPA analysis unit costs due to many controversial and complex allotments; and the continued need to fund priority restoration activities. Adjusting priorities in response to dynamic change on the landscape (such as fires, floods, and other unplanned events) could have a direct impact on the number of grazing decisions completed. Effective NEPA analysis and decisions ensure that livestock grazing strategies are designed to provide for the restoration and long-term sustainability of rangeland vegetation and dependent resources while continuing to provide essential goods and ecosystem services.

## Past Performance

Ensuring grazing allotments meet forest plan standards is important to sustain healthy, resilient rangelands—which provide a wide range of resource benefits. In 2015, the agency exceeded its goal to administer allotment acres to forest plan standards, a key performance measure to ensure healthy rangelands. Maintaining a focus on monitoring and on-the-ground administration resulted in the program continuing to meet expectations for these activities.

Completing the National Environmental Policy Act (NEPA) analysis—and the resulting signed decisions—gives the agency a path forward to manage allotments to maintain, restore, and rehabilitate the land as needed to meet the forest plan standards. Challenges to this work include increased complexity of analyses, increased workload associated with litigation, increased costs for obtaining comprehensive resource condition and trend data to support decisions, and the lack of completed assessments necessary to support the record for making management decisions. One tactic to improve efficiency was the continuation of combining multiple allotments into one large decision where possible. Region 1 has used this successfully on national grassland where grazing sites are similar. While transferability of this approach to other regions may be limited, we continue to explore similar innovations to increase our efficiencies nationwide.

## Program Description

### Program Overview

The Grazing Management program manages the diverse rangeland resources on approximately 93 million acres of NFS lands and administers grazing use on approximately 10 million acres of private land serving 6,317 permit holders across 29 States. Proper control and management of grazing use was one of the core reasons for the establishment of a Forest Reserve System that eventually became the National Forest System (NFS). The development and implementation of proper grazing practices has been a significant part of the overall management of the Forest Service from the very beginning of the agency. The program seeks to maintain healthy rangelands but also seeks to restore and/or rehabilitate historically depleted rangelands to maintain a sustainable supply of forage for livestock, open space, wildlife habitat connectivity and to support healthy rural communities by linking NFS grazing authorizations to privately owned lands managed for agricultural production, and by helping sustain the rural based ranching and farming lifestyle. On average livestock grazing on NFS lands contributes approximately 19,500 jobs and almost \$900 million to the Nation's economy each year.

Properly managed rangelands support ecosystems that provide secure food sources, sustain water resources, and provide wildlife habitat and other natural resources benefits. This program's activities include environmental planning with direction in NEPA for the use of grazing allotments and grazing permit administration. Thorough NEPA analyses and decisions ensure that livestock grazing strategies are designed to provide for the restoration and long-term sustainability of rangeland vegetation and dependent resources while continuing to provide essential goods and ecosystem services. Incorporating adaptive management strategies into grazing NEPA decisions provides flexibility for the grazing permittee while increasing accountability in meeting desired resource conditions. This also supports ecosystem improvement by properly adapting grazing timing and use to meet changing climate conditions.

This program is delivered through the following activities:

Manage Grazing Allotments – This activity provides for implementation of NEPA sufficient management plans along with the proper administration and monitoring of grazing permits and activities. This includes issuance of grazing permits, processing permit waivers, preparation and processing of bills for collection, and the development of annual operating instructions. Compliance monitoring determines if the terms and conditions of the grazing authorization necessary to move toward or maintain healthy rangelands are being properly implemented by the grazing permittee. Effectiveness monitoring determines whether the evaluated acres meet, are moving toward, or do not meet, resource objectives identified in the land management plan or other appropriate decision document, and allows managers to determine whether additional monitoring or adjustments in management are required.

Prepare Grazing Allotment NEPA – Involves all elements of NEPA compliance pertaining to decisions authorizing grazing on an allotment, including the resolution of appeals and litigation associated with these decisions. This activity includes managing public involvement in the decision process; coordinating with Federal, State, Tribal, and local governments; development of alternatives; analysis of environmental effects; and the preparation of NEPA documents. The agency strives to incorporate adaptive management into grazing NEPA decisions. Adaptive management strategies are designed to maximize management flexibility for the grazing permittee with a concurrent increase in accountability for success in meeting desired resource condition on the allotments and across the larger landscape. Adaptive management also allows maximum flexibility for the agency to gain ecosystem improvement by properly changing timing and use to fit ever changing weather and climate conditions.

The Grazing Management program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored and made more resilient to climate change, while enhancing our water resources. Additionally, the Grazing Management program supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems. We also achieve Forest Service goals of delivering benefits to the public, such as providing abundant clean water and strengthening communities.

#### Allocation and Integration

Funds are allocated to the field based on the number of term grazing permits, the number of acres in active allotments, the amount of scheduled NEPA work, and the number of grazing allotments for which the agency made NEPA decisions during the previous three fiscal years. The agency may make additional adjustments to reflect regional capability.

The Grazing Management program has been closely coordinated with the Integrated Resource Restoration pilot program in Regions 1, 3, and 4 and would continue to be integrated with the nationwide implementation proposed in the FY 2017 Budget. The Integrated Resource Restoration program provides the funding for rangeland vegetation monitoring necessary to determine the health of rangeland ecosystems, as well as to determine whether implemented grazing management actions are achieving desired resource conditions. Data gathered through

these monitoring efforts is the foundation for preparing grazing NEPA analyses and making subsequent decisions for allotment management, as well as determining where management adaptations are necessary. Also critical funding for construction of range improvements needed to implement allotment management plans if determined necessary in the NEPA decisions.

### Partnerships

The agency supplements our capability to accomplish grazing permit administration through a variety of partnerships. Grazing permittees engage in monitoring, and providing documentation demonstrating compliance with livestock distribution and other management requirements. Special interest groups also enter into agreements with the agency to conduct implementation monitoring, often in coordination with the grazing permittee.

Forest Products

Budget Line Item	Forest Products				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Forest Products					
Annual Appropriations	\$339,130	\$359,805	\$359,805	0	0%
<b>Forest Products Total</b>	<b>339,130</b>	<b>359,805</b>	<b>359,805</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	2,238	2,239	2,239	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>2,238</b>	<b>2,239</b>	<b>2,239</b>	<b>0</b>	<b>0%</b>
Forest Products					
Forest Products	339,130	359,805	359,805	0	0%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Forest Products</b>						
Number of watersheds moved to an improved condition class	12	10	19	19	20	22
Acres treated annually to sustain or restore watershed function and resilience	2,533,121	2,906,018	2,900,000	3,100,979	2,900,000	2,900,000
Volume of timber sold (million board feet (MMBF))	2,610	2,831	2,900	2,867	3,200	3,200

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$359,805,000 for Forest Products, the same level as the FY 2016 Enacted Budget. This budget will allow the agency to accelerate the pace of restoration and continue our work to create healthy landscapes and healthy communities and associated jobs and economic benefits. The budget will support the sale of about 3.2 billion board feet of timber. Through integration with other programs, including hazardous fuels projects where both fire risk reduction and timber output objectives may be accomplished together, the agency expects to reach a total volume sold of 3.2 billion board feet in FY 2017. Our integrated efforts to foster ecosystems that are resilient and adaptive, and to provide abundant clean water are also expected to result in making progress with enhancing 22 watersheds to an improved condition class, and treating 2,900,000 acres to sustain or restore watershed function and resilience.

Funding is requested to analyze, prepare, offer for sale, award, and administer timber sales, stewardship contracts, and special forest product permits on the national forests. The program will emphasize restoration of the National Forest System (NFS) lands, and building their resiliency and ability to adapt to climate change. These efforts require the fuller and more

systematic use of the latest science to develop new, more innovative approaches to silviculture and landscape management.

In setting our timber volume goal at 3.2 billion board feet—a challenging level last achieved in the late 1990s—the agency is taking a number of steps beginning in FY 2016 to streamline our processes and improve our ability to deliver both restoration and economic results. We are revising our national appraisal system and working with field units to better align our timber and stewardship offerings with current market conditions. We are mobilizing resources to deliver additional outcomes using key authorities from the Agricultural Act of 2014 to address insect and disease issues. A key part of our long-term approach will be a concerted effort to use the timber sale pipeline permanent authority more effectively to increase the volume of timber prepared for future sales. Implemented effectively, these efforts will help us deliver sustained results on the ground.

Specific priorities within each activity include:

Plan and Prepare Timber Sales - The request includes funding to plan and prepare timber sales, stewardship contracts, and special forest products permits. The funds would support the continued analysis and field preparation of sales and permits leading to their offer or sale in FY 2010 and future years. These timber sales, contracts, and permits are important tools the agency has to accomplish hazardous fuels reduction, wildlife habitat restoration, and other land management objectives in the most cost efficient manner.

Administer Timber Sales - The request includes funding to administer timber sale contracts and permits, and special products sales to meet local and national needs. The request would support continued administrative oversight and field presence during timber harvesting operations, ensuring that these operations meet all appropriate contractual provisions and environmental protection standards. The funding would also be used to prepare, issue, and administer special products permits.

## **Past Performance**

The agency employs a community-based, collaborative approach to achieve resilient landscapes, integrating across programs to realize outcomes. The program—integrated with other programs including the Integrated Resource Restoration (IRR) pilot in FY 2015—plays a key role in this work. Providing timber and woody biomass from national forests is important not only in support of restoration efforts, but is also critical to rural communities and economies. The agency sold nearly 2.9 billion board feet of timber—a small increase over last year’s output despite an exceptionally challenging fire season and associated disruptions. A combination of IRR funding, appropriations, and permanent and trust funds were used to accomplish this work. Additional output was achieved by close integration with hazardous fuels projects where both fire risk reduction and timber output could be accomplished together.

In FY 2015, the agency accomplished 2,181,283 MMBF with Forest Product and IRR funds, plus an additional accomplishment of 434,754 MMBF using other permanent and trust funds. Collaborative Forest Landscape Restoration funded volume was 251,368 MMBF for a total of 2,867,405 MMBF or about 99 percent of our timber volume sold target. Total acres harvested

was 204,763 with the majority (113,854 acres) completed by commercial thinning. The agency has made significant strides with our stewardship contracting efforts, which now represent about 28 percent of the overall timber sale program. In addition, the volume outputs per contract doubled from FY 2010 to FY 2015 while the acres per contract increased by 50 percent. Much more detail about the stewardship contracting program may be found in the special exhibits section of this budget request.

In addition to the severe fire season and associated disruptions, a number of sale offerings had no bids with (approximately 250 MMBF unsold by the end of the fiscal year), and we continue to see planning objections and litigation that also affect our ability to deliver on planned activities. In recent years, the program has contributed approximately 42,000 jobs and \$2.7 billion annually to the national economy. As we work to increase the volume of board feet sold, we expect to have an even greater impact on local economies.

## **Program Description**

### Program Overview

The Forest Products program is highly integrated with several other programs to achieve the agency's strategic goals of fostering resilient, adaptive ecosystems to mitigate climate change and to mitigate wildfire risk. The program uses timber sale contracts as a least-cost means to achieve forest management objectives on the national forests. These objectives include reducing wildfire risk, watershed restoration, and wildlife habitat maintenance and improvement. The program promotes the removal of small diameter material which can be used as a bio-energy source. Timber sales and special permits provide sustainable product in a manner that responds to the Nation's demand, while moving forest resources toward desired conditions. Revenues from forest product sales return funds to the U.S. Treasury and help offset the costs of national forest management.

Stewardship contracting, also funded within this program, facilitates the accomplishment of various resource management objectives, including reduced fuels in the wildland urban interface, improved forest health, and enhanced wildlife habitat, while meeting the economic needs of local and rural communities.

The program is delivered through the following activities:

Plan and Prepare Timber Sales - This activity involves development of the proposed action, identification of alternatives for consideration, and the National Environmental Policy Act analysis in determining how best to meet long term forest health and desired condition objectives. In addition to this environmental analysis, this work includes determining the volume and value of the trees to be removed; timber sale layout and design, and timber sale contract and permit preparation. Planning and preparing for special forest product sales is also part of these efforts. Benefits include using the timber sale process to meet a broad variety of forest resource objectives, including fuel hazard reduction, long term habitat condition and diversity objectives, and production of timber.

Administer Timber Sales - This activity includes the oversight of timber sale contracts, to ensure that terms and conditions are being fulfilled by the contractor and that desired condition

objectives are being met. Considerable coordination occurs with purchasers on annual operating plans, potential contract modifications, and financial transactions. This activity also includes the administration of personal use permits for firewood, Christmas trees, ornamentals, floral components, berries, and other products. Bookkeeping associated with timber sales includes such actions as issuing bills for collection, processing payments and refunds, maintaining bonds, and managing the accounting system records.

The program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The program also supports the Forest Service strategic goal of sustaining our Nation's forest and grasslands and delivering benefits to the public and this program's activities are important to fostering ecosystems that are resilient and adaptive, providing abundant clean water, and creating or maintaining economic opportunities and jobs providing socioeconomic benefits to local communities and the Nation.

Allocation and Integration - Funding allocations are based on criteria that consider regional capabilities and needs, including improving fire regime condition class, responding to forest insect and disease infestations, dependence of local industry on the supply of products from NFS lands, the value provided by the materials harvested, the unit cost of preparing timber sales, and performance. Close integration with other resource programs including hazardous fuels, vegetation and watershed, and wildlife and fisheries habitat management achieves multiple resource management objectives—such as reducing the risk of wildfire to communities, improved forest health, and improved wildlife habitat. A more iterative allocation process was initiated in FY 2015 between the regions and the Washington Office involving the broad suite of restoration resources to more effectively integrate restoration efforts, determine future capabilities and needs, and determine anticipated shifts in emphasis over time.

Program objectives are also accomplished through the use of a number of newer authorities, including the application of receipts from timber sales toward the accomplishment of resource work. In addition to appropriations, timber sales are funded through other special authorities, including the Salvage Sale Fund, the Timber Sale Pipeline Restoration Fund, the Knutson-Vandenberg Fund, and the Stewardship Contracting Fund. All of these special funds receive a portion of the revenues received from timber sales.

### Partnerships

Stewardship contracts and agreements are a means of managing natural resources in collaboration with local communities, providing opportunities to achieve land and natural resource management goals while promoting closer public-private working relationships. Using a broad range of activities, stewardship contracting enables the agency to contribute to the development of sustainable rural communities, restore and maintain healthy forest ecosystems, and provide a continuing source of local income and employment. Stewardship contracting facilitates the accomplishment of many resource management objectives, including reduced fuels in the wildland urban interface, timber stand improvement and improved forest health, and enhanced wildlife habitat.

In FY 2015, the Forest Service entered into stewardship contracts on 166,317 acres, resulting in the sale of about 829 MMBF of timber volume. Stewardship contracting now comprises about 28 percent of the overall timber sale program. As the use of stewardship contracting increases, timber sale contractors grow increasingly important in helping the agency achieve desired vegetation management objectives.

Vegetation and Watershed Management

Budget Line Item	Vegetation & Watershed Management				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Vegetation & Watershed Management					
Annual Appropriations	\$184,716	\$184,716	\$184,716	0	0%
<b>Vegetation &amp; Watershed Management Total</b>	<b>184,716</b>	<b>184,716</b>	<b>184,716</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	858	858	858	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>858</b>	<b>858</b>	<b>858</b>	<b>0</b>	<b>0%</b>
Vegetation & Watershed Management					
Vegetation & Watershed Management	184,716	184,716	184,716	0	0%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Vegetation &amp; Watershed Management</b>						
Number of watersheds moved to an improved condition class	12	10	19	19	20	22
Acres treated annually to sustain or restore watershed function and resilience	2,533,121	2,906,018	2,900,000	3,100,979	2,900,000	2,900,000
Miles of stream habitat restored or enhanced	4,168	3,488	3,262	3,465	3,262	3,450

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$184,716,000 for Vegetation and Watershed Management the same level as the FY 2016 Enacted Budget. This funding level will allow the agency to continue the pace of ecological restoration similar to FY 2016 levels.

The Vegetation and Watershed Management program incorporates the lessons learned from the agency’s Integrated Resource Restoration (IRR) pilot. We will continue to work across landownerships and programs in an integrated fashion to achieve landscape scale outcomes and focus on work in site specific areas to address significant localized impacts to the ecosystem. Through integration with other programs, this budget provides a portion of the integrated funds necessary to help enhance 22 watersheds to an improved condition class, and treat 2,900,000 acres to sustain or restore watershed function and resilience.

The proposed FY 2017 program of work continues the emphasis on watershed restoration and moving watersheds to an improved condition class. It includes timber stand improvement as well as enhancing soil and water resources. Priorities will focus on reforestation and revegetation efforts in support of ecological restoration, post-wildfire recovery, enhanced carbon sequestration, and greenhouse gas mitigation. The agency will continue investment in

conservation actions essential to improve habitat for species of concern, with an emphasis on the greater sage grouse, to meet the goals of the recently signed Environmental Impact Statements and Land Management Plan Amendments. We will also invest in work aimed at protecting and enhancing habitat for key pollinator species, and reducing invasive plants and noxious weeds.

Specific priorities within each activity include:

Improve Forest Vegetation - The agency will continue to integrate accomplishment of high priority timber stand improvement (TSI) needs with opportunities for hazardous fuels reduction and community protection. We will also continue to accomplish program goals through stewardship contracts. The current needs for TSI to meet long term forest health and desired condition objectives exceed 2,200,000 acres. Benefits include improvement of stand density, composition and structure to meet forest health and habitat needs; reduction of hazardous fuel levels; and improved future product quality. The TSI also generates a sustainable supply of biomass for bio-energy production, including personal use firewood.

Establish Forest Vegetation - Priority will be placed on post-wildfire reforestation work to ensure soil stabilization and restoration of appropriate forest cover on impacted lands. These actions reduce the potential for severe erosion and flooding; improving the quality of water coming off the National Forest System (NFS) lands and is an important component of carbon sequestration. Approximately 1,125,931 acres of NFS lands had been identified in need of reforestation at the start of FY 2015, a total driven higher by the extraordinary wildfire season that year.

Manage Rangeland Vegetation - The agency will continue rangeland vegetation improvement through enhanced grazing management achieved by implementation of grazing the National Environmental Policy Act (NEPA) decisions. Funding will also contribute to the integrated monitoring of grazing allotment acres in support of completing grazing NEPA analyses. In conjunction with native vegetation activities, the agency will work to restore and improve habitat for the greater sage grouse and other sage-steppe-dependent species.

Maintain and Improve Soil and Water Resources - Work under this activity includes treatments to protect, maintain, improve or restore water or soil resources. Activities are guided by the agency's water strategy and include emphasis on five areas of investment: surface water, soils, water rights and uses, riparian areas and wetlands, and ground water. These activity areas coordinate and implement various actions that support many beneficial ecosystem services fundamental to life, including clean water, sustainable water flows and levels, terrestrial and aquatic habitat, productive soils, stable hillsides, recreation, nutrient cycling, carbon sequestration, and primary productivity. Currently, about 48 percent of NFS watersheds are in need of enhancement because they are not fully functional. These investments will help maintain the core components of functioning ecosystems, enhance watershed resiliency in the face of climate change, and help meet the increasing demand for water resources.

Manage Noxious Weeds and Invasive Plants - The priority for the agency's noxious weed and invasive plants program is prevention, early detection, eradication, and control of terrestrial noxious weeds. Invasive species management activities will be emphasized and integrated into ecosystem restoration projects and other projects to improve watershed condition and ecosystem

resiliency. Invasive weed treatments are an important part of the Sage Grouse Conservation efforts.

Manage Air Quality - This program will help sustain important Forest Service relationships with States and Environmental Protection Agency and other Federal agencies for managing and protecting air quality; monitoring the effects of air pollution on aquatic, terrestrial, and visibility related resources; managing the air quality effects of agency actions, including prescribed burning, and oil and gas leasing; and weather monitoring to support fire and smoke management activities. The relationships and monitoring network stewarded by this program are vital to mission critical activities related to climate change, water quality management, and compliance with the Clean Air Act.

Manage Native Vegetation - The focus for the native vegetation activity will continue to be supporting ecosystem restoration, and to provide food and habitat for native wildlife including an emphasis on pollinators and species such as the greater sage grouse. Greater emphasis will be placed on maintaining, planting and reestablishing native vegetation and seed collection. Other key elements of this program include enhancing nursery operations to produce more seedlings and seed banking emphasizing genetic adapted varieties for post fire restoration, enhancing pollinator habitat, carbon sequestration, and ecosystem resilience.

### **Past Performance**

In FY 2015, the agency continued to build on the lessons learned from the IRR pilot to more effectively integrate our efforts, work across landownerships, use the best available science, and increase collaboration with our partners. The primary outcome measure we use as a benchmark for our efforts is the number of watersheds moved to an improved condition class. The annual result is not only reflective of work implemented this year, but represents the culmination of integrated watershed-based work that started with the development of watershed restoration action plans. As we progress in our experience with the Watershed Condition Framework, we are learning that some watershed plans may need five to ten years to complete all the restoration actions required instead of the three to five years originally envisioned, due to the complexity and/or expense of watershed improvement and the focusing of available resources towards other priorities. Some watersheds simply have a longer list of required actions for their restoration plans which can drive up the time and expense required. It is also taking longer to complete the NEPA work on some projects—particularly where the watershed work is bundled together with other restoration treatments for the NEPA analysis.

To further accelerate watershed restoration both internally and externally and further stimulate water inspired human connections and investment in sustaining abundant, clean water and healthy aquatic habitat from our Nation's watersheds; in FY 2015, we initiated efforts to convene leaders and existing and new partners to achieve national water quality, water supply, and aquatic habitat objectives through collaborative restoration actions on all lands.

FY 2015 was the first full year the Forest Service monitored implementation and effectiveness of Best Management Practices (BMPs) to protect water quality for over 600 activities. To accomplish our strategic objective of providing abundant clean water, the Forest Service uses water quality BMPs to protect and maintain water resources on NFS lands. The BMPs, applied

by all Forest Service programs producing ground disturbing activities, are specific practices or actions used to reduce or control impacts to water bodies from nonpoint sources of pollution, most commonly by reducing the loading of pollutants, such as sediment, from such sources into storm water and waterways. The National Best Management Practice Program (NBMPP) provides National Core BMP and standardized monitoring protocols for all Forest Service programs to evaluate implementation and effectiveness of the National Core BMPs. BMP evaluations are completed by integrated teams of resource specialists and include assessments of whether implemented BMPs were planned, implemented, and effective at meeting water resource objectives. The NBMPP is the first systematic approach to BMP implementation across all national forests and grasslands and the first comprehensive approach to BMP implementation for the diverse range of activities that occur on national forests and grasslands.

A critical aspect of attaining our strategic goals of sustaining our Nation's forest and grasslands and delivering benefits to the public is achieved through the work captured by the performance measure referred to as "acres treated annually to sustain or restore watershed function and resilience." This measure is a composite that captures the "foot print" of our acre based treatments accomplished through a wide variety of restoration actions and programs, including activities supported by other budget line items. For the last three years, including FY 2015, we have accomplished 2.7 to 3.1 million acres of restoration treatments. In FY 2015, Vegetation and Watershed Program activities established 200,000 acres of forest vegetation, improved more than 220,000 acres of forest vegetation, improved 217,000 acres of for soil erosion and water quality, improved over 1 million acres of rangeland vegetation, and treated over 270,000 acres for invasive plant species.

In response to the Presidential Memorandum, "Creating a Federal Strategy to Promote the Health of Honey Bees and Other Pollinators," (June 2014), the Forest Service has been actively participating in interagency working groups that resulted in a National Pollinator Health Strategy, a Pollinator Action Plan, and the "Conservation and Management of Monarch Butterflies: A Strategic Framework" (March 2015) that describes current research and restoration efforts, including partnerships and citizen science opportunities for managers and public entities.

We leveraged our investments to achieve important habitat work through a collaborative partnership with other agencies and the National Fish and Wildlife Foundation. In September of 2015, the National Fish and Wildlife Foundation announced a first round of grants totaling \$3.3 million from its recently launched [Monarch Butterfly Conservation Fund: http://www.nfwf.org/monarch/Pages/home.aspx](http://www.nfwf.org/monarch/Pages/home.aspx). The 22 grants, which will be matched by more than \$6.7 million in grantee contributions, will support the restoration of up to 33,000 acres of habitat in areas identified by experts as key to monarch recovery.

## **Program Description**

### Program Overview

In today's Forest Service, successful ecosystem restoration requires an integrated approach to achieve multiple resource objectives at scales that are meaningful to ecologic function and economic and social expectations. Working at the landscape or watershed scale and involving multiple disciplines and partners is critical in systems where boundaries based on land

ownership, jurisdiction, and community interest are superimposed onto natural systems. As the agency has learned through the IRR pilot, national forests and grasslands are most successful when ecosystem restoration improves resilience of watersheds; restores and conserves quality fisheries and wildlife habitat and biodiversity of plant and animal communities; and ensures vital products and amenities such as clean water and recreational opportunities are available to society. Timely reforestation and restoration following high intensity wildfire is also important to maintaining forest and grassland ecosystems and deriving associated ecological, social, and economic benefits.

The Vegetation and Watershed Management program is a key element of forest and rangeland restoration and enhancement activities on NFS lands. The program funds restoration-related management activities and accomplishes program objectives through integrated and partnership opportunities. Benefits include improved wildlife and fish habitat; improved range and forest stand conditions; improved water quality, quantity, and timing of stream flows; cleaner air; and effective, long-term carbon sequestration.

This program is delivered through the following activities:

Improve Forest Vegetation - Includes release treatments through removal of competing vegetation; pre-commercial thinning to regulate stand density, composition, and structure; pruning treatments to reduce ladder fuels and improve future product quality; and fertilization treatments to maintain and improve soil quality. Benefits accomplished through integrated vegetation management include improved forest health and productivity; hazardous fuel reductions, improved forest resiliency to drought, insects, and disease; and wildlife habitat diversity. In addition, timber stand improvement provides excess biomass to support sustainable energy production (additional information may be found in the Biomass, Wood Products, and Wood Energy special exhibit).

Establish Forest Vegetation - Provides for maintaining appropriate forest cover on all forestlands. Activities include planting, seeding, and natural regeneration, and seed collection provides for annual tree seedling production. Other key elements of this program include nursery operations to produce high quality tree seedlings; seed banking; and genetic resource improvement of seed and planting stock to enhance growth, yield, and long-term forest health. Benefits include improved quality and yield of timber resource; restoration of forest vegetation impacted by disturbances such as wildfire, floods, and hurricanes; and the establishment of forest vegetation that is resilient to the effects of climate change.

Manage Rangeland Vegetation - Provides for rangeland vegetation improvement, rangeland resource status and trend monitoring, and wild horse and burro management. Rangeland vegetation improvement is accomplished through revegetation, mechanical treatments, prescribed fire, and structural improvements. Monitoring of rangeland vegetation is conducted to determine rangeland health in support of collaborative watershed restoration efforts, as well as to determine if implemented management actions are resulting in attainment of desired resource conditions. Data gathered through this monitoring is also used to prepare grazing NEPA analyses and for making subsequent decisions for allotment management, including implementation of adaptive management strategies that are incorporated into many decisions.

Wild horse and burro management is achieved through collaborative planning, population and resource monitoring, and population management.

Maintain and Improve Soil and Water Conditions – Guidance for these activities is provided by the Forest Service Water Strategy and the implementation of the Watershed Condition Framework. This program provides for conservation, maintenance and improvement of the soil and water resources that sustain healthy watersheds and ground water resources. This will be accomplished through restoring wet meadow habitat, reducing soil compaction, reducing downward cutting of the streambeds, stabilizing stream banks, and treating sediment sources. Natural drainages are restored and sediment sources treated on abandoned roads left on the landscape that are no longer managed as a part of the transportation system. Water and soil conservation and maintenance are achieved by implementing best management practices (BMPs). Watershed conditions are assessed and compared with desired conditions to inform subsequent management activities to prioritize enhancement opportunities. This activity also includes managing water rights and adjudication processes to help sustain desirable flows.

Manage Noxious Weeds and Invasive Plants - Provides for the prevention, detection, containment, and eradication of invasive plant infestations across aquatic and terrestrial ecosystems. Benefits include control and prevention of new infestations of invasive plants on areas disturbed by natural events, restoration of ecosystem function on areas impacted by existing infestations, and public education and prevention of inadvertent introduction of new infestations through recreation or other land use activities.

Managing Air Quality - Provides for the protection of sensitive areas from air pollution effects and mitigating effects of management activities. Activities include review of State prepared regional haze implementation plans; review of Prevention of Significant Deterioration ; monitoring of air quality effects including visibility; lake and stream chemistry; and maintenance and operation of remote weather stations. These activities are the basis for agency responses to hundreds of applications annually for private sector development of energy related industries. In addition, this long-term data record will contribute to assessing impacts of climate change to natural resources. The program manages about 1,500 remote, surface-based weather observation stations nationally for development of national fire danger ratings. Weather forecasts are provided in support of fire and smoke management activities. Program activities are also necessary to ensure compliance with the Clean Air Act.

Manage Native Vegetation - Provides for reestablishing and maintaining healthy plant communities and curbing the spread of invasive species. Activities include seed gathering and production, plant materials selection, site preparation, and seeding or planting disturbed areas. Other key elements of this program include support of nursery operations to produce high quality native vegetation seedlings and seed banking. Native plant species provide the keystone elements for ecosystem restoration and provide numerous benefits. They add beauty to the landscape and preserve our natural heritage; provide food and habitat for native wildlife including pollinators and species such as Sage Grouse; protect water quality by controlling soil erosion and moderating floods and droughts; and help fend off invasive plants. Because they are adapted to a local region, they tend to resist damage from freezing, drought, common diseases, and herbivores if planted in that same local region.

The Vegetation and Watershed Management program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. Our strategic plan charts a path to sustaining our Nation's forest and grasslands and delivering benefits to the public and this program's activities are important to fostering ecosystems that are resilient and adaptive, providing abundant clean water, and creating or maintaining economic opportunities and jobs providing socioeconomic benefits to local communities and the Nation.

#### Allocation and Integration

Allocations to the field are developed using criteria specific to each activity, although activities that can be used to accomplish similar work may be evaluated together. The results of applying allocation criteria for each activity are evaluated against capability information submitted by the regions which may result in distribution adjustments. Examples of allocation criteria include: total need identified by the regions, previous accomplishment levels, unit costs, and high priority restoration needs created by fires and other disturbance events. Adjustments may also be made based on evaluation of program delivery across budget line items to ensure integrated program implementation. Examples include evaluating the Hazardous Fuels program needs and budget distribution in consideration of watershed improvement needs. Another example is integrating rangeland vegetation monitoring with grazing NEPA analysis.

#### Partnerships

The Forest Service has entered into partnership agreements with several organizations (e.g. American Forests, the National Arbor Day Foundation, and National Garden Clubs) and businesses to increase the amount of NFS lands receiving reforestation treatments following wildfires and other disturbances. These partnerships have increased our capacity to conduct restoration through sizeable contributions of matching funds and in-kind support from external partners. (See Special Exhibit on Partnerships for more detailed information.)

In addition, the agency works with Federal, State, and non-governmental partners to maintain and improve watershed health. Partnerships have been established to lessen the potential of fire impacts to important municipal watersheds and restore these watershed conditions. Partnerships have been established with private industry, resulting in additional watershed restoration accomplishments.

Successful partnerships and collaborative efforts have led to the improvement of millions of acres of terrestrial habitat, and thousands of miles of streams for imperiled, common, and economically significant species throughout the Nation. Our partnerships bolster landscape restoration efforts that ensure we continue to provide ecosystem services such as clean water from NFS lands—which provide the drinking water supply for approximately one-fifth of U.S. communities.

Minerals and Geology Management

Budget Line Item	Minerals and Geology Management				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Minerals and Geology Management					
Annual Appropriations	\$76,423	\$76,423	\$75,069	-\$1,354	-2%
<b>Minerals and Geology Management Total</b>	<b>76,423</b>	<b>76,423</b>	<b>75,069</b>	<b>-1,354</b>	<b>-2%</b>
Annual Appropriations FTEs	485	485	485	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>485</b>	<b>485</b>	<b>485</b>	<b>0</b>	<b>0%</b>
Minerals and Geology Management					
Administer Minerals Operations	27,290	27,290	20,581	-6,709	-25%
Process Minerals Applications	19,880	19,880	19,015	-865	-4%
Manage Geologic Resources & Hazards	6,005	6,005	5,470	-535	-9%
AML Safety Risk Mitigated	7,199	7,199	11,110	3,911	54%
Manage Environmental Compliance	1,852	1,852	995	-857	-46%
Manage Environmental Restoration	14,197	14,197	17,898	3,701	26%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Minerals and Geology Management</b>						
Number of mineral operations administered	10,019	10,175	10,000	13,239	8,000	10,000
Number of mineral applications processed	5,865	5,722	7,000	8,733	7,000	7,000
Number of leasable energy minerals actions processed.	144	161	270	166	270	250
Number of AML safety risk features mitigated to "no further action"	604	503	486	422	468	432
Number of administrative units where audits were conducted	18	19	17	14	17	17
Number of contaminated sites mitigated	42	66	42	55	42	42
Number of geologic hazards managed	340	237	300	305	300	300
Number of geologic resources managed	662	677	600	596	600	650

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$75,069,000 for Minerals and Geology Management, a decrease of \$1,354,000 from the FY 2016 Enacted Budget. Of this funding, \$4,500,000 will be used to support abandoned mine lands inventory efforts addressed below.

This level of funding will allow the program to support the Nation’s energy and mineral resource demands while minimizing the risk to individuals, providing jobs, and protecting the National Forest System (NFS) watersheds and resources. The program will emphasize:

- meeting statutorily required non-discretionary workload obligations;

- responding to requests for energy development in areas of ongoing growth or high potential for such development;
- implementing best management practices to protect water, aquatic, and riparian resources in mineral operations and ground disturbing activities; and
- managing geologic hazards that pose a threat to health, safety, and infrastructure.

At this funding level, the agency will administer a similar number of mineral operations, process new applications, and perform abandoned mine land mitigation at a similar pace as projected in the FY 2016 President's Budget. Discretionary programs, including partnerships, geologic and groundwater support for watershed improvements, and mineral materials sales, will continue for only high priority projects. Administration of mineral and energy operations will be focused on priority projects to minimize the risk of environmental damage, and projects involving legal or other special requirements. Processing requests for new oil, gas, coal, geothermal, and other mineral leases, processing plans of operation for locatable minerals, and priority disposals of mineral materials, will continue as funding allows. Priority will be placed on management of environmental restoration at hazardous material sites on NFS lands, emphasizing cleanup for long-term watershed protection and preservation as well as mitigation of hazards that present an imminent threat to human health and the environment or that have legal ramifications.

Priority will also be given to activities with statutory requirements, and to those that support local communities, provide jobs, and support restoration and protection of our landscapes. The program will emphasize environmental review of nondiscretionary activities related to valid existing rights, such as proposed operations for locatable minerals development, oil and gas drilling applications, related infrastructure needs, and proposals for exploration or production operations on mining claims, mineral leases, and non-Federal mineral rights under NFS lands. Other priorities will include inspection and monitoring of new and ongoing critical mineral operations, providing professional expertise to ensure watershed health and public safety, and managing geologic hazards and important geologic resources, especially those with statutory direction for management such as paleontological resources and caves.

Specific priorities within each activity will include:

Administer Mineral Operations - The FY 2017 President's Budget funds the administration of an estimated 10,000 new and ongoing mineral operations to ensure compliance with operating plans and environmental standards for the protection of surface resources. The program will emphasize administering those activities in sensitive areas or those that otherwise have a higher risk of adverse impact to public health and safety, and surface resources.

Process Mineral Applications - The FY 2017 President's Budget funds the processing of an estimated 7,000 mineral applications and plans. The actual number of applications received may vary significantly due to market influences which directly affect demand for mineral resources from NFS lands. We plan to maintain our capacity in this area and emphasize the energy component of this activity by processing industry applications on existing leases and on non-Federal mineral rights under NFS lands and completing priority analyses. For Federal mineral resources, this will help us to make decisions on

the availability of NFS lands for leasing of oil and gas, coal, and geothermal resources from NFS lands, in support of the Energy Policy Act of 2005.

Manage Geologic Hazards and Resources - The FY 2017 President's Budget funds the identification and management of an estimated 300 geologic hazards and 650 geologic resources. Identifying and managing geologic hazards is critical in protecting the safety and health of employees and the public, minimizing or mitigating costly damage to infrastructure, and sustaining soil and water resources. Managing geologic resources is necessary for conservation and interpretation of special and unique features, including paleontological resources and caves, for purposes of ecological sustainability, education, scientific discovery, and public enjoyment.

Abandoned Mine Land - Safety Risk Features Mitigated - The FY 2017 President's Budget funds the mitigation of an estimated 432 abandoned mine sites. The Abandoned Mine Land program specifically focuses on mitigating safety risk features and related activities associated with abandoned mines that are likely to cause serious injury or death in high use areas and high-priority watersheds.

Manage Environmental Compliance - The FY 2017 President's Budget funds 17 environmental compliance audits, ensuring that employee and public health and safety are protected through agency compliance with environmental laws and regulations.

Manage Environmental Restoration - The FY 2017 President's Budget funds restoration activities on 42 hazardous material sites on NFS lands. Cleanup of contaminated sites is critical for the long-term protection of surface and groundwater quality, and contributes to overall public and ecological health.

Abandoned Lands Mines Inventory - As mentioned above, \$4,500,000 of the funding requested in the FY 2017 President's Budget for Minerals and Geology Management will be used for abandoned land mines inventory activities. This funding will help allow the Forest Service to provide an overview of existing Federal and State inventories of abandoned mine lands (on Federal, State, and private lands), noting any gaps that exist in providing a comprehensive overview; an outline of the factors that are taken into consideration in prioritizing the risk associated with abandoned mine lands properties; and an identification (with risk explanations) of the top ten highest priority sites within each agency's jurisdiction. Using this data, the Forest Service will work with other relevant agencies to prepare a joint statement supporting the Administration's Hardrock Abandoned Mine Lands Fee proposal.

## **Past Performance**

Our national forests and grasslands play an essential role in providing critical mineral and energy resources to the Nation. In addition to energy development, the Minerals and Geology program also directly supports the Nation's economy while protecting geological resources, and supporting environmental and public safety goals.

In addition to being critical components of local economies, providing high-paying jobs and contributing to city, county, or State taxes, developed or proposed operations may contribute

critical and strategic minerals to the economy, such as Rare Earth Elements, used in defense and green technologies. Continued development and administration of these types of minerals will contribute to the overall success of the energy sector and meet energy demands in the country.

The Forest Service Minerals and Geology Management program is positioned to meet the energy needs of the Nation by emphasizing processing energy-mineral related leases for oil and gas, coal and geothermal resources, and processing development applications on these leases. Further the program emphasizes processing proposals to access non-Federal (private) mineral estate with energy minerals (principally oil and gas).

## **Program Description**

### Program Overview

The Minerals and Geology Management program works to foster and encourage private enterprise in the development of economically sound and stable industries, and in the orderly and economic development of domestic resources to help satisfy industrial, security, and environmental needs. This program also provides significant contributions to meeting the Nation's energy and mineral requirements while providing jobs and protecting NFS watersheds and resources. The Minerals and Geology Management program provides the technical foundation and direction for management of geologic hazards and the management and protection of geologic resources. Additionally, this program mitigates the effects of abandoned mines and other contaminated sites on NFS lands, and conducts environmental compliance audits to ensure our operations are in compliance with environmental laws.

### *Minerals and Energy on NFS lands*

Production of coal, oil, gas, and geothermal energy resources from NFS lands in FY 2014 provided the equivalent energy to power nearly 8 million American homes for a year. Energy and mineral production from NFS lands contributes almost \$8 billion annually to the Nation's economy. In addition to over \$584 million in revenues returned to the Treasury, States, and counties; in FY 2014, mineral and energy development on the national forests and grasslands supports on average approximately 56,000 jobs each year, often in rural communities where employment opportunities are limited<sup>27</sup>. Of the total receipts received through energy and minerals production on NFS lands, depending on the land status (acquired or public domain) 75 percent or 50 percent is returned to the Treasury. The remaining 25 percent or 50 percent is returned to the States or counties where production occurred.

As the Nation's economy continues its economic recovery, we anticipate a commensurate increase in industry interest for mineral resources from Federal lands. In FY 2014, every appropriated dollar invested in the Forest Service minerals and geology budget returned \$7.71 to the Treasury from leasable mineral revenues alone. The increases in demand will require the agency to carefully allocate its appropriated funding to meet those demands in a manner that ensures the resources on our national forests and grasslands are protected and restored.

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<sup>27</sup> FY 2014 Energy & Mineral Production Information for National Forest System Lands, August 31, 2015.

Energy and mineral production on NFS lands falls into the following four categories:

Energy production from Federal leases on NFS lands - Over 5.6 million acres underlying NFS lands are currently leased for oil, gas, coal, and geothermal operations. In FY 2014, 37.5 million tons of coal was produced from NFS lands, there were an estimated 4,200 Federal oil and gas wells on NFS lands, and production of geothermal energy on NFS lands contributed 259 million kilowatt-hours of electrical generation capacity. The returns to the Treasury from annual lease rentals, royalties on production, and bonus bids were \$584 million, of which \$384 million came from coal, and \$181 million came from oil and gas.

Energy exploration and production from non-Federal minerals underlying NFS lands - Non-Federal, mostly private, mineral interests are associated with close to 11 million acres of NFS lands. In addition to activities associated with Federal minerals described above, close to 15,500 oil and gas wells and a few other types of mineral development operations are associated with these private mineral interests on NFS lands. Small business interests conduct the majority of these operations. Each oil and gas well can directly contribute to up to 115 jobs through the life of the well, with about three additional indirect jobs associated with each direct job, totaling up to 460 jobs for each well.

Solid leasable minerals (non-energy) - Production of solid non-energy leasable minerals on NFS lands include phosphate, lead, zinc, and copper and in 2014 generated royalties of \$19 million. Ongoing exploration projects for other valuable mineral deposits are occurring across the country.

Mineral production from NFS Lands - At any given time, the agency administers operations on approximately 160,000 mining claims, and manages approximately 2,600 mineral material permits and/or sale contracts. In 2014, the eight largest hard rock mines on NFS lands produced resources with an estimated value of \$1.6 billion. Mineral material sales (e.g., sand and gravel) vary from year to year but in FY 2015, 4.0 million short tons, at a value exceeding \$2.9 million, were produced. A large portion of the material is provided as free use to other government agencies or for in-service use. The portion that was sold generated \$2.4 million in revenue.

#### *Geologic Resources and Geologic Hazards on NFS lands*

Geologic resources, such as groundwater, cave systems, paleontological resources, geomorphic features, and outcrops, directly and indirectly support recreation, watershed sustainability, and sensitive ecosystems. Management of some geologic resources—groundwater, caves, and paleontological resources—is nondiscretionary, with statutory and regulatory direction requiring special designation, management, and/or protection. Geologic resources directly and indirectly serve and support communities (e.g., groundwater contribution to water supplies and special features supporting tourism-based local economies), are critical to sustaining unique and valuable flora and fauna (e.g., groundwater-dependent ecosystems and caves), and are scientifically important to our understanding of earth processes and materials. Geologic

resources require specialized expertise and strategies for management, conservation, and protection.

Geologic hazards are natural conditions or processes, such as floods, landslides, avalanches, earthquakes, volcanoes, and naturally occurring hazardous minerals and gases (e.g., asbestos and radon) that present a risk or have the potential to threaten life, health, property, or other natural resources. Hundreds of sites, especially those in areas with high recreational value and use, require specialized technical assessment, continuous monitoring, and/or mitigation to minimize threats to life, health, and infrastructure from geologic hazards.

#### *Abandoned Mine Lands, and Environmental Compliance and Protection*

Analysis of available data indicates there may be 27,000 to 39,000 abandoned mines on NFS lands, of which approximately 18,000 to 26,000 are abandoned hardrock mines. Of these hardrock mines, an estimated 9,000 to 13,000 are past producers of valuable minerals and are therefore more likely to require environmental cleanup or safety mitigation work. Since 1998, the agency has mitigated more than 5,000 safety hazards at abandoned mines and cleaned up hazardous substances at more than 450 sites, with more than 100 cleanups in progress. Additionally, the agency conducts environmental compliance audits of approximately 20 percent of its administrative units annually. The agency emphasizes training and pollution prevention as a means to both achieve and maintain environmental compliance.

The Minerals and Geology Management program is delivered through six activities:

Administer Mineral Operations - Provides for the inspection, oversight, and monitoring of approved mineral operations on NFS lands. Administration ensures compliance with approved plans, and with State and Federal environmental laws and regulations, for the protection of public health and safety.

Process Mineral Applications - Provides for the review and approval of plans for proposed mineral activities, including exploration and development of hardrock minerals under the authority of the Mining Act of 1872; coal, oil, gas, and geothermal exploration and production under the various mineral and geothermal leasing acts; and contracts for the extraction of mineral materials such as sand and gravel, by the public and local, State, and Federal agencies under the Materials Act of 1947. Also, this activity provides for necessary work to make lands available for leasing by the Department of the Interior.

Manage Geologic Resources and Hazards - Identifies and assesses geologic resources under specific statutory and regulatory requirements for management and protection. Develops strategies and procedures for management consistent with statutory and regulatory direction. Provides assessments of geologic settings and processes for land management planning, provision of services, environmental protection and restoration, and cost-effective management of roads, recreation sites, and other infrastructure. Program delivery activities include inventory and management of geologic resources such as caves and karst areas, paleontological resources, groundwater, and groundwater-dependent ecosystems for protection, study, and appropriate use.

The program also includes the identification and assessment of geologic settings and processes for hazardous conditions and potential risks to public health and safety. Potentially hazardous settings and processes include landslides, debris flows, karst collapse features, earthquake zones, volcanoes, tsunamis, flooding, and naturally occurring hazardous minerals and gases (e.g., asbestos and radon). The activity works collaboratively with other staffs, agencies, and professionals to develop mitigations for geologic hazards.

Mitigate Abandoned Mine Lands Safety Risk Features - Provides for the inventory, assessment, and mitigation of abandoned mine safety hazards and associated environmental damage. This work includes closing underground mine openings and vertical shafts; re-contouring open pits, trenches, and associated roads; and removing or stabilizing abandoned buildings, and equipment. Wherever feasible, work in this activity minimizes or mitigates adverse effects on dependent wildlife and abandoned mine lands-associated cultural and historic resources.

Manage Environmental Compliance - This activity funds audits and our compliance program that assesses Forest Service compliance with environmental statutes and trains field personnel on compliance and pollution prevention. This activity ensures that employee and public health and safety are protected through agency compliance with environmental laws and regulations.

Manage Environmental Restoration - This activity provides for the inventory, assessment, cleanup, long-term operation and maintenance, and monitoring of sites where there is a release, or threat of release, of a hazardous substance, pollutant, or contaminant on NFS lands. Restoration occurs at both abandoned mine lands and non-abandoned mine lands sites and involves Comprehensive Environmental Response Compensation and Liability Act (CERCLA) and non-CERCLA authorities. Cleanup projects are typically initiated under requirements of CERCLA, the Resource Conservation and Recovery Act, or the Clean Water Act. This restoration helps minimize or eliminate threats to human health and the environment.

The Minerals and Geology Management program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Minerals and Geology Management program supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands by ensuring that mineral operations on the NFS lands are conducted in an environmentally sustainable manner. We achieve Forest Service goals of delivering benefits to the public, by ensuring abundant clean water and strengthening communities through the social and economic benefits of responsible mineral development.

#### Allocation and Integration

Allocation criteria for the Minerals and Geology Management program includes projected workload in response to new and ongoing mineral planning, exploration, leasing, development, production and reclamation activities; number of abandoned mine lands safety features requiring mitigations, as well as severity of and probability of human contact to abandoned mine hazards;

projected need for inventory, interpretation, and protection of geologic resources; projected need for assessment and mitigation of geologic hazards; number of required environmental audits; and number of nationally prioritized environmental cleanup projects. Adjustments may be made between regions based on regional capability data to respond to new issues or emerging mineral development trends and markets.

Integration with other resource programs is an agency priority that facilitates environmentally sound mineral development while maintaining and restoring healthy watersheds. This integration is designed to ensure compliance with applicable environmental laws and regulations and to minimize impacts on natural resources. Integration with other programs also maximizes the achievement of diverse resource objectives that are compatible with program activities, such as interpretation of culturally significant sites, restoration of water quality, public and employee safety, and protection of threatened and endangered species.

### Partnerships

The Forest Service works in partnership with the Bureau of Land Management (BLM) to manage Federal energy resources and minerals on the national forests and grasslands. We are also developing partnerships with geologic and hydrologic organizations to help raise awareness of the importance of applying responsible geologic principles to manage geologic hazards and geologic resources on NFS lands throughout the Nation.

The Forest Service, the BLM, and industry form partnerships through the issuance of various mineral leases. Industry provides capital, and expertise, while the agencies provide lands on which to explore and develop mineral and energy resources in an environmentally sound manner for the Nation.

The Forest Service is also developing partnerships with geologic and hydrogeologic geoscience-related organizations to help raise awareness of the importance of applying geologic principles to ensure sound and sustainable management of geologic resources and safe management of geologic hazards on NFS lands. In addition, these partnerships will help improve awareness of the role of NFS lands in supplying groundwater and surface water to meet societal needs. Cooperative partnerships with other government agencies and non-profit organizations also supplement appropriated funds to inventory and assess geologic resources and restore streams and watersheds.

The Forest Service is entering a partnership with mining associations through a Memorandum of Understanding addressing the need to mitigate abandoned mine lands safety hazards by closing underground mine openings and vertical shafts; re-contouring open pits, trenches, and associated roads; and removing or stabilizing abandoned buildings, and equipment.

Agency emphasis within the environmental compliance and protection and abandoned mine lands activities includes cost recovery and efficient and effective use of partnerships including, but not limited to, Environmental Protection Agency, States, non-profit groups, and Tribes to restore and remediate abandoned mine lands and disturbed ecosystems. Costs of restoration work may be recovered when the potentially responsible party is identified.

**Landownership Management**

Budget Line Item	Landownership Management				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Landownership Management					
Annual Appropriations	\$77,730	\$77,730	\$71,440	-\$6,290	-8%
<b>Landownership Management Total</b>	<b>77,730</b>	<b>77,730</b>	<b>71,440</b>	<b>-6,290</b>	<b>-8%</b>
Annual Appropriations FTEs	527	527	527	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>527</b>	<b>527</b>	<b>527</b>	<b>0</b>	<b>0%</b>
Landownership Management					
Adjust Land Ownership	14,769	14,769	13,575	-1,194	-8%
Protect Land Ownership Title	7,773	7,773	7,145	-628	-8%
Locate Land Boundaries	22,542	22,542	20,720	-1,822	-8%
Administer Energy, Communication and Land Use Authorizations	21,764	21,764	20,000	-1,764	-8%
Process Land Use Proposals	10,882	10,882	10,000	-882	-8%

**Performance Measure**

**Accomplishment and Targets (1)**

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Landownership Management</b>						
Acres of land adjustments to conserve the integrity of undeveloped lands and habitat quality	23,566	7,383	16,816	73,762	7,500	26,900
Number of land use authorizations administered to standard	28,887	19,236	19,000	19,557	17,600	17,000
Number of land use proposals and applications processed	4,047	4,310	4,310	4,395	4,000	4,000
Miles of landownership boundary line marked/maintained to standard	2,322	2,377	2,400	2,514	2,500	2,070

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The President’s FY 2017 Budget includes \$71,440,000 for Landownership Management, a decrease of \$6,290,000 from the FY 2016 Enacted Budget. The decrease in funds will result in approximately 400 fewer miles of boundary marked and maintained, which may exacerbate the 40,000 estimated title claims and encroachments already on the National Forest System (NFS) lands. It is also likely that the decrease in Landownership Management funding will prohibit many units from developing and hiring new realty specialists to replace the many current specialists expected to retire soon, leaving significant gaps in expertise at the field level. These funds will continue supporting the real estate aspects of the restoration of resilient ecosystems, maintenance and expansion of access to public lands, and support for economic and infrastructure development for communities. Special emphases include facilitating the

development of energy transmission infrastructure and communications sites in an environmentally responsible manner.

With the announcement of the Forest Service 2015-2020 Strategic Plan, the Landownership Management program contributes primarily to two key goals within the plan, Sustain our Nation's Forests and Grasslands, and Deliver Benefits to the Public. This program area will lay the foundation for all natural resource management activities by surveying and locating public lands; maintaining all records associated with public ownership; granting authorizations for the use and development of NFS lands for communication sites, energy transmission corridors, community and agricultural water supplies, and roads and highways; and protecting the NFS from encroachments and trespass. This program will also facilitate land exchanges and other ownership adjustments that are critical to protecting sensitive lands while enabling community development and protection.

Within the broad spectrum of Landownership Management, the following program activities are critical to meeting public needs and expectations: Administer Energy, Communication, and Land Use Authorizations; Adjust Land Ownership; Protect Land Ownership Title; Locate Land Boundaries; and Process Land Use Proposals. Agency priorities for FY 2017 within each activity areas are as follows:

#### Administer Energy, Communication and Other Land Use Authorizations and Process Land Use Proposals

The FY 2017 President's Budget provides funds for the administration of special use permits on NFS lands, which authorize 205 different categories of land use. This funding includes \$8,000,000 for the evaluation of new proposals and the inspection, oversight, and monitoring of non-recreation infrastructure-related special use authorizations.

In response to internal and external concerns, we have initiated and will continue to implement a comprehensive set of actions to improve the business processes around the special uses program. Focus areas include: (1) streamlining needed analyses the National Environmental Policy Act (NEPA) and non-NEPA), (2) creating digital tools for permit availability, application and tracking, (3) overhauling the internal business processes and data management system for permits, (4) implementing creative solutions to fill vacant positions in the field, and (5) modernizing the training for program staff. These changes will help ensure that local managers apply a consistent, streamlined, and efficient approach to issuing permits.

While this is a vast undertaking, here are a few specific examples. First, we are reviewing agency NEPA process along with categorical exclusions to determine if simplification and efficiencies can be implemented for permits on existing infrastructure. We initiated a project in FY 2016 and will continue develop activities into FY 2017 to develop an electronic permit application system that utilizes new technologies to improve customer service. Secondly, we launched a multi-year effort in FY 2016 to redesign the data system that stores information for permits, payments, and permit monitoring. Finally, we are prototyping an innovative Web site that will provide a single source of information for applying for and tracking permits for the public. We expect these changes to improve both customer service and program management.

Federal Energy Regulatory Commission licensed hydropower facilities are one of the largest sources of renewable energy produced on the NFS and have an installed capacity of over 18,000 megawatts of power. In FY 2017, we anticipate participating in planned Commission-administered license proceedings and responding to new proposals sufficient to meet all Commission-instituted deadlines. The Forest Service develops and submits Federal Power Act Section 4(e) conditions that include appropriate mitigation of project effects. Mitigation activities include fish protection upstream and downstream, integrated management of campgrounds along project reservoirs, provision of recreational flow releases, and protection of cultural resources potentially affected by project operations.

**Adjust Land Ownership**

The FY 2017 President’s Budget proposal includes funds to exchange ownership of NFS and private lands. Through Land Adjustment we convey or exchange public lands which have lost their national forest character, are isolated from other Federal lands, and/or are heavily encumbered with private uses. Land ownership adjustment is carried out principally through conveyances, rights-of-way acquisitions or exchange of public lands for private lands of equal value. In FY 2017, we will exchange or convey public lands where we have willing partners and opportunities to improve public access, conserve open space where its loss threatens sustainability of national forests and grasslands, and protect healthy forested lands and watersheds. These changes in ownership will also enable us to better meet the needs of neighboring communities and landowners, reduce intermingled ownership and boundary maintenance, facilitate road maintenance, and minimize trespass and encroachment.

**Supporting Oil and Gas Development on the Dakota Prairie Grasslands, North Dakota**



In FY 2015, a highly skilled and diverse strike team resolved a critical backlog of authorizations of national importance. For context, the four or five counties in this region have some of the highest oil production in the world. The team consolidated numerous authorizations into three master permits, amalgamated over 500 hundred amendments into these three permits, and resolved the backlog of actions for several expired authorizations. As a result of collaborative efforts with industry and the region, these projects will put more than \$60 million into local communities (such as through salaries, rentals, equipment, and processing of permits and authorizations) helping stabilize the local economy, advancing economic development, and supporting high-paying jobs. In addition to providing essential services to the rural population in the area, these projects also provide the basic infrastructure required to sustain and grow the local economy in the future.

**Unicoi Turnpike/Trail of Tears Exchange Adds to National Trail and Eliminates Special Use Permit, Cherokee NF**



This exchange with the Towee Falls Baptist Church in Tennessee enabled us to acquire a section of the Unicoi Turnpike/Trail of Tears National Historic Trail. One of the oldest Traces in North America, the Turnpike was used as a principle route in the Cherokee Removal of 1838. The acquired section connects Unicoi Gap with Ft. Armistead, a Removal Period fort which remains archeologically intact. The Fort will be designated as a National Historic Landmark. The new property adjoins the Trails in its original roadbed and forested setting. In return, the Towee Falls Baptist Church acquired ownership of the cemetery on which it had long held a special use permit on the Cherokee National Forest.

Protect Land Ownership Title

The FY 2017 President's Budget includes funds for resolving critical land title claims, encroachments, trespass, and other unauthorized uses on NFS lands. Priority will be given to those cases which involve major resource damage to NFS lands, litigation, legislation, and Tribal land claims. Resolution of these claims secures and protects the interest, rights, and title to the land and resources of the United States, while protecting the bona fide rights of the claimants. An automated tool, Title Claims and Encroachment Management System (TCEMS), has been deployed to aid land and resource managers in the tracking, documentation, processing, and resolution of the estimated 40,000 title claims and encroachments on NFS lands. Tools contained in the application provide District and Forest personnel with resources necessary to redeem the Forest Service statutory responsibility to resolve real and personal property claims, and to protect public interests of National Forest System lands by either removing encroachment or by authorizing the uses of NFS lands. By FY 2017, we anticipate completing our inventory of an estimated 40,000 title claims and encroachments on the NFS and, with that information, we will resolve real and personal property claims to protect public interests on the land and support restoration.

Locate Land Boundaries

The FY 2017 President's Budget includes funds to mark and maintain NFS property lines as part of priority restoration, watershed protection, and other resource management projects. Encroachments and trespass on NFS lands continue to grow due to increasing development in the rural landscape and the rapidly expanding wildland-urban interface. Marking and maintaining property lines is essential to all types of resource management. Clearly identifying NFS boundaries also provides landownership protection, security, and title defense. Leaving property lines unmarked and unmaintained can result in expensive and protracted litigation and loss of

public lands and public trust. To maximize cost efficiencies, we prioritize cooperative and joint land surveys with other agencies through challenge cost-share and other agreements.

In FY 2017 we expect to fully implement the Record Boundary Management program completed in FY 2016. The program enables more efficient record keeping of NFS boundaries, and the data will allow program and project managers to integrate boundary condition information into resource and restoration project management decisions.

### **Past Performance**

The Forest Service is responsible for managing the public estate of more than 193 million acres of national forests and grasslands to support mission critical objectives and public and economic benefits, and to carry out legal mandates. In FY 2015 actual target was a significant increase than past years because of one project, which consists of conveying nearly 70,000 acres of Tongass National Forest to the Sealaska Corporation, please refer to the heading Land Adjustment to receive additional information. In FY 2015, we focused on maintaining and opening public access, completing exchanges or conveyances required by law, addressing the special uses backlog, and populating and implementing a new database to track more than 30,000 title claims and encroachments on the NFS.

### Energy, Communication, and Land Use Authorizations

In FY 2015, we accomplished or initiated multiple improvements to expand energy, communications and other services to businesses and communities, improve customer service, and ensure appropriate fee collections and returns to the U.S. Treasury. Such activities included growing national partnerships, improving and streamlining internal processes, implementing a strike team to address the special use authorization backlog, and conducting inspections of existing special use authorizations. Some of these actions are described in further detail, below.

#### *National Partnerships to Serve Customers*

This past year, we nurtured two national relationships and implemented laws and regulations to increase returns to the U.S. Treasury. First, we worked closely with the Heritage Program and the National Forest Homeowners Association to implement the new recreation residence guidelines following the passage of the Cabin Fee Act in December 2014. The law and the new guidelines, met by overwhelming approval by the National Forest Homeowners Association membership, simplify and stabilize fees, create a simpler and less costly program to administer, provide a fair and reasonable return for the tax payer, and ensure the longevity of this popular recreation program and a long-term source of revenue for the Forest Service. Recreation residences will eventually return to the Federal Government more than \$30 million in retained fees. We also nurtured and grew our national relationship with PG&E and Southern California Edison. The cost recovery and collection agreements, and fees, from the renewed permits will garner approximately \$8 million dollars over the next four years in the Pacific Southwest Region alone.

#### *Streamlining Processes to Improve Service*

In FY 2014 and 2015, we cooperatively embarked on a multi-year initiative with Recreation to streamline business processes and improve customer service. Staff began to develop national

core competency training to better educate our employees and build a cohesive special uses team to best serve the future public. We also continued developing electronic forms to track incoming requests for land use proposals, currently submitted through a paper application process. Electronic application submission will inform Forest Service staff about outstanding work loads, enable us to track the number of proposals going through our screening process, and will help us keep current and potential customers informed of progress of their proposal.

#### *Expanding Service While Maximizing Revenue*

In the area of communications sites management, we generated 57 new communication site management plans that identify authorized services that benefit our vendors and the public as well as the management needs to ensure public safety and protect natural resources. We also completed 301 communications use authorization inspections. These inspections revealed numerous unauthorized facilities and resulted in \$158,200 in previously unreported/missing annual rent due to the U.S Treasury.

#### *Increasing Domestic Energy Production and Local Revenue*

In FY 2015, we assembled a temporary Special Uses Strike Team to support oil and gas development on the McKenzie Ranger District of the Dakota Prairie Grasslands in North Dakota, pulling together a highly skilled and diverse set of personnel from around the country to resolve a critical backlog of authorizations of national importance. For context, the four or five counties in this region have some of the highest oil production in the world. This effort consolidated numerous authorizations into three master permits and amalgamated over 700 hundred amendments into these three permits. The team also resolved the backlog of actions for several expired authorizations. As a result of our collaborative efforts with industry and the region, these projects will put more than \$60 million into local communities (such as through salaries, rentals, equipment, and processing of permits and authorizations) helping stabilize the local economy, advancing economic development and supporting high-paying jobs. In addition to providing essential services to the rural population in the area, these projects also provide the basic infrastructure required to sustain and grow the local economy in the future. The projects provide a reliable communication platform which could be used in emergency situations as well as reliable electricity deployment for the local community and the oil and gas fields. In addition to addressing public demand, development of this team enabled Forest Service staff to share and best management practices and supporting succession planning within the Special Uses program.

#### Land Adjustment

Land adjustment, primarily conducted through land exchanges and conveyances, is one of many tools we have to support other resource objectives, and is often a multi-year process. In FY 2015, we exchanged or conveyed nearly 74,000 acres. Nearly 70,000 of these acres are from a legislatively mandated conveyance on the Tongass National Forest to the Sealaska Corporation. The balance, nearly 4,000 acres spread across multiple forests, represent opportunities where land adjustment aligned with agency management objectives and provided public benefit, such as improved recreational access to NFS lands for neighboring communities and the public. The cost and size of such exchanges and conveyances vary and can take up to four years to complete,

though the average case length is 18 months. Variability associated with cost, acres and time make it difficult to predict what we will complete and report in a given fiscal year.

In one FY 2015 case, the National Forests in Florida successfully completed a multi-party land exchange in which Columbia County and Plum Creek Timberlands, L.P. received an easement to build a third of a mile of railroad on the Osceola National Forest, and the Forest received an easement for approximately five miles of the Florida National Scenic Trail on Plum Creek land. The easement exchanged supports a 14-county collaborative effort to commerce, jobs, and economic development in a rural area of northeastern Florida.

### Management of Boundaries and the Public Estate

Properly marked and maintained boundaries and clear title ownership reduce trespass and encroachments, ensure public access to the national forests and grasslands, and enable land managers to carry out resource priorities on the ground. Without accurately located and marked boundaries we cannot fully manage the public estate; for example, fuels projects may not be completed to the wildland urban interface or can inadvertently include private lands or roads.

Title claims, encroachments and trespass on NFS lands, often resulting from unmarked and unmaintained boundaries, threaten the loss of open space, increase the risk of invasive species, cause loss or damages to public resources, and reduce access to public lands. So far we have reported nearly 25 percent of an estimated 30,000 trespass and encroachments, including abandoned vehicles, buildings, and roads, on the NFS into the Title Claims and Encroachments Management System. This system will help us inventory, track, and monitor title claims and encroachments work/cases. Once fully populated and operational, the Title Claims and Encroachments System will help inform decisions to determine where best to invest staff time and resources on title and encroachment resolution as well as land adjustment, such as conveyances or exchanges, towards addressing significant threats to resource management.

In FY 2015, we provided training and outreach on to nearly 650 staff on the local, regional, and national levels, including staff in the Bureau of Land Management (BLM) and Department of Defense. The Intermountain Region Boundary Title Management group took training a step farther and implemented a training team to educate and prepare their line officers and field employees to use the system. This training was well received with many positive reviews from the trainees.

In FY 2015, began beta testing of an automated Record Boundary Management (RBM) program using the Automated Lands Project platform and data. As described earlier, when fully implemented, the RBM program will digitally display the current condition of marked and maintained boundary lines. These data will allow program and project managers to integrate boundary condition information into resource and restoration project management decisions.

### **Program Description**

#### Program Overview

Through direct land management practices, the Landownership Management programs enable the Forest Service to protect and enhance Federal lands within or adjacent to NFS boundaries

and are critical to for us to effectively carry out agency strategic goals of sustaining our Nation's forests and grasslands and delivering benefits to the public. These resources support the delivery of products and services that contribute to the Nation's ecological, physical, social and economic well-being, and enable us to enforce laws on access and use that are essential to the long-term survival of the national forests and grasslands, the protection of natural resources, and public safety.

### Sustaining Our Nation's Forests and Grasslands

Ecological resilience relies upon sustained, accurate boundary verification, marking and protection. Lands and realty staff identify and provide the legally defensible boundaries and records that are essential to implement any type of land management activity, from timber sales to habitat management to exploration for energy or gas production. With the certainty of marked and maintained boundaries, we are able to maximize treatments and resource removal, such as hazardous fuels treatments and timber harvest and sales. Marking and maintaining our boundaries and protecting the legal title of the NFS also helps us manage our costs and optimize the use of taxpayer funds.

Not administering permits or identifying boundaries can result in expensive and time-consuming litigation when ownership is unclear, and loss of public lands, as well as damage or destruction of special areas, plants, fish, and wildlife. A strategic and accountable program within boundary management, title claims and encroachments will result in a public estate that is well managed and protected for the use and enjoyment of the American public.

Through boundary management, we also ensure the protection of special management areas such as wildernesses, national monuments, national scenic and historic trails, and wild and scenic rivers for outdoor recreation and solitude. We also ensure legal protection of watersheds that serve as natural reservoirs for water supplies, and provide a range of other economic and ecological value to the region, the public and the ecosystem. Conserving these areas for resource preservation, scenic, and historical values contributes to the ecological as well as economic and social well-being of communities.

### Delivering Benefits to the Public

Landownership Management directly enables essential public services such as emergency communications, broadband, radio, cellular service, as well as transportation and clean water, through special use authorizations; allows us to work with communities to exchange, convey, or acquire land to support agency goals as well as community growth and development; and ensures that we protect our natural resources while carrying out land and resource management priorities. Administering rights-of-ways and authorizations for roads and local transportation services allows individuals to access recreation, commute to and from their homes, and conduct business supportive of local and national economies.

Landownership Management is critical to effectively carry out agency strategic goals of sustaining our Nation's forests and grasslands and delivering benefits to the Public. Examples include administering more than 19,000 transportation authorizations to ensure public local access through the NFS, identification and administration of renewable energy development and

energy corridors (approximately 15,000 miles of powerlines), management of more than 1,500 communications sites, and management of 14,000 cabin lots for private use and residence. We typically issue between 5,000 and 7,000 authorizations each year, including both new proposals and reauthorizations.

More specific uses and activities we facilitate for the benefit of the American public include:

- Acquiring priority land to protect critical resources and to increase public recreation opportunities.
- Authorizing the use of NFS lands for power lines, fiber optic lines, and communication sites such as cell phone towers to provide electricity and communication infrastructure to cities and communities.
- Authorizing the use of NFS mountain tops for many types of communications, including emergency services, which are critical to rural and urban America, particularly in the West.
- Authorizing the use of NFS lands for pipelines to carry natural gas and oil.
- Ensuring that Federal Energy Regulatory Commission administered hydropower projects are managed to provide significant public benefits of energy and are designed to protect and restore rivers and streams; provide suitable fish and wildlife habitat and support water-based recreation.
- Exchanging and conveying lands to support community growth and development and to support forest land and resource goals and objectives.
- Conveying administrative sites to allow us to realign and enhance our asset portfolio.
- Determining the market value of lands purchased, exchanged, or conveyed.
- Authorizing road access across NFS lands to a private subdivision within a national forest.
- Accepting donations of land to protect important resources, including archaeological or historical sites.
- Maintaining records of NFS land areas, transactions, status, permitted uses, and easements.
- Securing public road and trail access across private land to public NFS lands.

The program is delivered through the following activities:

Administer Energy, Communication and Other Land Use Authorizations, Process Land Use Proposals – This activity allows the program to administer approximately 47,200 land use authorizations for a wide variety of purposes, including rights-of-way for roads, pipelines, communication and navigation sites, and electric transmission and distribution facilities. Such permitted uses on NFS lands directly support jobs, and builds community resilience, particularly in rural communities where the agency is a major landowner. The program funds inspection, oversight, and monitoring of existing non-recreation special use authorizations to ensure compliance with the terms and conditions of the authorization while ensuring the health and safety of the public; protection of the environment; compliance with Federal, State, and local laws and regulations; and protection of the interests of the United States.

This activity provides for evaluation of new proposals to occupy and use NFS lands for non-recreational purposes. Included are proposals for roads, communications sites, hydropower facilities, oil and gas pipelines, electric transmission lines, and other energy related uses to facilitate the delivery of reliable energy resources and communication links.

Adjust Land Ownership – The exchange of ownership of NFS and private lands improves: public access, conservation of open space where its loss threatens sustainability of national forests and grasslands, and protection of healthy forested lands and watersheds. Adjusting land ownership improves the efficiency of land management, allows the agency to better meet public access needs, reduces intermingled ownership and boundary maintenance, eases fire protection and law enforcement control, facilitates road maintenance, and minimizes trespass and encroachment cases. It allows the agency to convey to private ownership lands which have lost their national forest character, are isolated from other public ownership, and/or are heavily encumbered with private uses. In addition, adjusting land ownership secures access across private lands necessary to reach NFS lands for resource management and public recreational use. Land ownership adjustment is carried out principally through exchanges, conveyances, and rights-of-way acquisitions. Case processing involves site analysis, title review, legal description verification, and appraisal and deed execution.

Protect Land Ownership Title – This activity funds title defense and resolution of land title claims, Tribal claims, trespass, encroachments, other unauthorized uses, land sales, and grants and selections. It includes title claim identification, inventory, and investigation. This activity also includes managing the land status record system, which provides legally defensible boundaries and accurate, complete landownership records of NFS lands.

Locate Land Boundaries – This activity provides professional land surveying services, including property boundary surveys, locating and marking NFS property lines and administrative boundary lines, boundary and property corner maintenance and perpetuation, legal land description preparation and review, land title research, expert witness testimony, and geospatial and geodetic services, in order to protect the title, land ownership, and use of the public estate. The Forest Service has 276,000 miles of property line, of which approximately 33,700 miles (12 percent) are currently marked to Forest Service standards.

This program supports USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Landownership Management program also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigation of wildfire risk, and conservation of open space.

#### Allocation and Integration

Funds are allocated to the regions based on regional program capability, core operations support, and national priorities. The allocation process considers past performance and future needs regarding boundary management, landownership adjustments, land use authorization processing and administration, and title protection.

#### Partnerships

The agency cooperates with governments and landowners at every level, including many other Federal agencies, such as the BLM, the National Park Service, and the Department of Defense; State agencies; interagency working groups; local and Tribal governments; non-Federal exchange parties; and private landowners. The program identifies and secures cost-share and partnership opportunities in order to enhance management of public lands, eliminate or reduce redundant efforts, and leverage funds to secure high-priority resource lands for public access and resource protection.

Law Enforcement Operations

Budget Line Item	Law Enforcement Operations				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Law Enforcement Operations					
Annual Appropriations	\$126,653	\$126,653	\$131,630	\$4,977	4%
<b>Law Enforcement Operations Total</b>	<b>126,653</b>	<b>126,653</b>	<b>131,630</b>	<b>4,977</b>	<b>4%</b>
Annual Appropriations FTEs	765	765	765	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>765</b>	<b>765</b>	<b>765</b>	<b>0</b>	<b>0%</b>
Law Enforcement Operations					
Enforce Laws & Regulations	83,591	83,591	86,874	3,283	4%
Investigate Crime	43,062	43,062	44,756	1,694	4%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Law Enforcement Operations						
Percent of cases referred for adjudication	8.1%	7.1%	7.0%	7.4%	7.0%	7.2%
Number of documented law enforcement incidents per 10,000 forest visits	6.3	6.4	6.0	5.9	6.0	6.0

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President's budget proposes \$131,630,000 for Law Enforcement & Investigations (LEI), an increase of \$4,977,000 from the FY 2016 Enacted Budget. \$5,600,000 will be used to address illegal marijuana grow site reclamation. Of the total amount for site reclamation, up to \$4,100,000 will be used for surge operations. This entails law enforcement officers from around the Nation participating in marijuana eradication operations, predominantly in California; thereby, surging our number of officers in specific locations for on-the-ground activities. Up to \$1,500,000 will be used for marijuana grow site clean-up and reclamation.

Primary activities associated with clean-up and reclamation will be the removal of irrigation pipes, the removal and disposal of hazardous materials (rodenticide, herbicide, etc.), and the removal of storage sheds.

The additional investment will also enhance general law enforcement operations used to combat illegal activities of drug trafficking organizations on National Forest lands, improving safety of visitors, and protecting the landscape from the damaging impact of drug related activities. The investment would enhance LEI patrol and investigation function needed to reduce immediate threats to water quality due to hazardous chemicals used by drug production activities and maintain the LEI resources necessary to support clean-up and restoration of marijuana cultivation

sites. The investment would also enhance the law enforcement capacity required to maintain our cooperative agreements with Tribal, State, and local law enforcement. LEI will continue to participate in focused multi-agency operations and maintain its leading role in Campaign Against Marijuana Planting (CAMP) operations statewide.

LEI will continue to prioritize responses to emergency and life-threatening situations and continue crime prevention efforts with the National Sheriff's Association through the use of cooperative law enforcement agreements. In support of the National Fire Plan, LEI will continue to prioritize arson investigations.

Specific priorities within each activity include:

Enforce Laws and Regulations - The FY 2017 President's Budget request of \$86,873,920 funds uniform patrol presence to protect natural resources, Forest Service employees, and the public and respond to safety incidents and violations of laws and regulations.

Investigate Crime - The FY 2017 President's Budget request of \$44,756,080 will fund criminal and civil investigations for arson, drug possession, theft, and assaults. Drug Trafficking Organizations have been identified as the key producer of marijuana on NFS lands. Drug Trafficking Organization activity has been confirmed on 72 national forests in 21 States.

In FY 2017, LEI estimates that 7.2 percent of cases will be referred for adjudication and there will be approximately 6 documented law enforcement incidents per 10,000 forest visits.

### **Past Performance**

In FY 2015, there were 5.9 documented law enforcement incidents per 10,000 forest visits, compared to a target (desired outcome) of 6 or fewer. Many of these incidents were critical emergency incidents involving threats to the safety of the public, our employees, or property and resources. Also in FY 2015, 7.4 percent of all criminal cases were referred for adjudication compared to a target of 7.0 percent. Many of the adjudicated cases included serious felony violations of law such as assault, controlled substance violations, theft and damage of government property, and significant civil cases. In FY 2015, there were 872,986 Marijuana plants eradicated.

### **Program Description**

#### Program Overview

The Forest Service LEI program is charged with providing a safe environment for the public, our employees, and protecting the Nation's natural resources on approximately 193 million acres of NFS lands in 44 States. The program accomplishes this by enforcing laws and regulations and investigating crimes. Increasing population growth in the wildland-urban interface, increasing popularity of NFS lands for motorized recreational use, and illegal occupancy of NFS lands cause significant impacts to NFS lands and resources and increase risks to public and employee health and safety.

The LEI program provides a highly visible uniformed patrol presence and rapid emergency responses to incidents affecting the public and employees visiting or working on NFS lands. LEI conduct regular and recurring patrols. The LEI staff responds to crimes and conducts complex criminal and civil investigations ranging from minor infractions to serious felonies such as homicide, rape, assaults, and threats against the public and employees, domestic disputes, robbery, drug production and trafficking, domestic terrorism, destruction of government property, theft of archaeological resources, gang activity, and fire investigations.

The LEI staffs also frequently respond to catastrophic natural or manmade disasters at the local, regional, and national level, and commonly provide immediate emergency response in support of catastrophic wildland fire incidents on public lands. LEI is often the first law enforcement responder in these incidents and responsible for the safety of firefighting personnel and equipment, the evacuation of visitors and residents, and the protection of property. The LEI program is also a rapidly deployable national law enforcement asset under the Federal Emergency Management Agency Emergency Support Function #13- Public Safety and Security.

Approximately 80 percent of marijuana grown on Federal public lands is grown on NFS lands. The LEI program is the lead organization combating this threat to public lands. LEI's efforts to address illegal cannabis production, the associated severe environmental damage, and the significant safety risk Drug Trafficking Organizations pose to public lands is a central tenet of the White House's Office of National Drug Control Policy *National Drug Control Strategy's* goal to Disrupt Domestic Drug Trafficking and Production and to Eradicate Marijuana Cultivation.

This program performs the following two activities:

Enforce Laws & Regulations - Includes uniformed patrol presence resource protection patrols and response to public and employee safety incidents and violations of laws and regulations. Common incidents on national forests include theft, assault, alcohol and drug use, unauthorized motor vehicle use, illegal occupancy, and trespassing.

To protect NFS resources and visitors, Forest Service law enforcement officers carry firearms, defensive equipment, make arrests, execute search warrants, complete reports and testify in court. They establish a regular and recurring presence on a vast amount of public lands, roads, and recreation sites. The primary focus is the protection of natural resources, protection of Forest Service employees and the protection of visitors.

Investigate Crime - Covers criminal and civil investigations of both internal and external cases such as felony arson, drug possession, smuggling and manufacturing, thefts, and assaults.

Drug Trafficking Organizations have been identified as the key producers of marijuana on NFS lands with activities confirmed on 72 national forests and in all regions except Region 10. Illegal ground importation and trafficking on or near NFS lands of immigrants, drugs, weapons, and other contraband, and illegal exportation of weapons and illicit cash profits create ongoing and imminent threats to the personal safety of employees and the visiting public. Special Agents plan and conduct investigations

concerning possible violations of criminal and administrative provisions of the Forest Service and other statutes under the United States Code. These normally plainclothes officers carry concealed firearms and other defensive equipment, make arrests, carry out complex criminal investigations, and prepare investigative reports and present cases for prosecution to U.S. Attorneys.

The LEI program supports USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. Additionally, this program supports the Forest Service strategic goals of delivering benefits to the public through connecting people to the outdoors.

#### Allocation and Integration

Funding allocations support core operations and address priority needs, based on competitive regional criteria including number of visitors and acreage of NFS lands. In addition to public safety, priority is placed on responding to activity by Drug Trafficking Organizations.

#### Partnerships

The LEI program maintains a partnership with Federal, State, and local law enforcement agencies and other programs by building strong relationships with State and local cooperators, and Federal agencies such as the Drug Enforcement Agency; Federal Bureau of Investigation; Bureau of Alcohol, Tobacco, Firearms and Explosives; the Office of the United States Attorney, the Federal Court System; and other Federal land management agencies. In addition, the LEI program uses approximately 500 Cooperative Law Enforcement Agreements, which utilize State and local cooperators to assist and augment patrols on NFS lands to enhance LEI patrol coverage and to ensure public safety. However, in many remote areas or areas with diminished local law enforcement, LEI often provides the only law enforcement personnel available.

Valles Caldera

Budget Line Item	Valles Caldera National Preserve			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Valles Caldera National Preserve				
New Budget Authority	\$3,364	0	0	0
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	1	0	0	0

**FY 2017 Program Changes**

The FY 2015 National Defense Authorization Act designated the Valles Caldera National Preserve (Preserve) as a unit of the National Park Service. Transfer of the Preserve to the National Park Service occurred in FY 2015. As a result, there will be no balance remaining in this fund in FY 2017.

**Past Performance**

In December 2014, the 2015 National Defense Authorization Act designated the Preserve as a unit of the National Park Service and transferred administration of the Preserve to the Secretary of the Interior. FY2015 was a transition year for the Preserve with the National Park Service assuming full responsibility on October 1, 2015.

**Authorities**

National Defense Authorization Act for Fiscal Year 2015, Sec. 3043 (H.R. 3979 EAH, 113th Cong.), December 12, 2014. This Act abolishes the Valles Caldera Trust and designates the Valles Caldera National Preserve as a unit of the National Park System.

Valles Caldera Preservation Act (16 U.S.C. 698v-4, 698v-6). (P.L. 106-248, [title I, Sec. 106, Sec. 108], July 25, 2000, 114 Stat. 603 and 607; as amended by P.L. 109-132, [Sec. 2 (b)-(d)], 119 Stat. 2570). This Act authorized the Valles Caldera Trust to receive and collect funds in support of the management and administration of the Preserve. This included the authority to assess fees for admission to, the use, and occupancy of the Preserve. In addition, it allowed the Trust to solicit and accept donations of funds, property, supplies, or services for the purpose of management of the Preserve.

**Capital Improvement and Maintenance**

<b>Appropriation</b>	<b>Capital Improvement and Maintenance</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Capital Improvement and Maintenance</b>					
Annual Appropriations	\$360,374	\$364,164	\$343,280	-\$20,884	-6%
<b>Capital Improvement and Maintenance Total</b>	<b>360,374</b>	<b>364,164</b>	<b>343,280</b>	<b>-20,884</b>	<b>-6%</b>
Annual Appropriation FTEs	1,967	1,967	1,967	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>1,967</b>	<b>1,967</b>	<b>1,967</b>	<b>0</b>	<b>0%</b>
<b>Capital Improvement and Maintenance</b>					
Facilities	71,600	71,390	71,600	210	0%
Roads	168,094	172,094	150,000	-22,094	-13%
Trails	77,530	77,530	78,530	1,000	1%
Deferred Maintenance and Infrastructure Improvement	3,150	3,150	3,150	0	0%
Legacy Roads and Trails	40,000	40,000	40,000	0	0%
Supplemental, Disaster Relief Appropriations Act, 2013 (P.L.113-2)	0	0	0	0	0%

**Capital Improvement and Maintenance Overview**

The FY 2017 President’s Budget proposes \$343,280,000 for Capital Improvement and Maintenance, decrease of \$20,884,000 from the FY 2016 Enacted Budget.

The President’s Budget proposes significant investments in facilities, particularly through the Roads and the Legacy Roads and Trails program in support of the agency’s strategic plan for sustaining our Nation’s forest and grasslands and delivering benefits to the public. Managing our primary capital investments that directly support local governments (Roads and Facilities) will support continued economic interface between counties and cities, will connect villages with cities, will ensure safe public access to public lands, and will allow for safe and efficient infrastructure connectivity (e.g. fiber optic cables, utility lines). The Forest Service transportation system provides mission critical access for recreational, administrative, resource management, and commercial purposes. The transportation system also provides access to and among rural and gateway communities, contributing to community vitality and economic development. Infrastructure maintenance and improvement enables the Forest Service to supply goods and services to the American public, while helping meet critical natural resource needs.

This proposal also includes investments in Deferred Maintenance and Infrastructure Improvement as we prioritize the reduction of our maintenance backlog and associated future costs. The focus will be on facilities that pose serious threats to public health or safety, a natural resource, or to the ability of the Forest Service to implement its mission. Future costs savings include estimated cost reductions for utility payments, maintenance and repair, and other operational savings. These investments will also greatly reduce the risk of catastrophic failure

for a number of our high hazard dams, bridges, and highly utilized facilities; mitigating threats to public life/health/safety and the environment.

The agency will place a high priority on providing mission enabling infrastructure that is right-sized, environmentally sustainable, and safe for all users. A key objective of the program will be to reduce the agency footprint through the strategic consolidation and elimination of underused facilities as well as to promote and practice sustainability in our building operations, making our buildings more energy efficient and environmentally sound.

We will continue to focus our roads program on the key outcomes of access, restoration, and safety. The National Forest Road System is an integral part of the rural transportation network. It provides escape routes in the event of wildland fire or other emergency situations, and emergency access for first responders. This system also supports recreation visitors who bolster local economies through expenditures in and around the National Forest System (NFS) lands. Maintaining this system is necessary to continue to provide this access, to meet Highway Safety Act requirements, and to protect the quality of critical water supplies provided by NFS lands to communities.

Our agency priority is to provide safe and healthful environments for all users that are in compliance with all applicable regulations and codes. Funds will be prioritized to provide infrastructure that supports safe public, administrative, and recreation uses. Priority for Facilities funding will be placed on repairing and improving those facilities, including buildings, water and wastewater systems, dams, and recreation sites, that are used by the public and are critical to supporting agency mission and operations.

Facilities

Budget Line Item	Facilities				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Facilities					
Annual Appropriations	\$71,600	\$71,390	\$71,600	\$210	0%
<b>Facilities Total</b>	<b>71,600</b>	<b>71,390</b>	<b>71,600</b>	<b>210</b>	<b>0%</b>
Annual Appropriations FTEs	311	311	311	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>311</b>	<b>311</b>	<b>311</b>	<b>0</b>	<b>0%</b>
Facilities					
Maintain Facilities	55,369	55,369	55,369	0	0%
Improve Facilities	16,231	16,021	16,231	210	1%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Facilities						
Facilities condition index	88.0%	84.3%	82.0%	86.0%	82.0%	82.0%
Percent of administrative facilities with "Good" or "Fair" condition rating	57.0%	60.8%	57.0%	60.1%	58.0%	58.0%
Percentage of recreation facilities with a "Good" or "Fair" condition rating	73.0%	77.2%	76.0%	77.3%	75.0%	74.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$71,600,000 for the Facilities program, an increase of \$210,000 from the FY 2016 Enacted Budget. The economic well-being of the gateway communities of the national forests and grasslands depends heavily on the visitors that use the developed recreation sites supported by at least half of the Facilities program budget. At this funding level we will prioritize funding for critical health and safety maintenance at our developed recreation sites and at our fire, administrative, and other facilities. In addition, we will continue to emphasize a reduction in our overall facility footprint and the importance of maintaining National-level agency facilities.

The Facilities program will play a key role in meeting sustainability requirements and realizing utility cost savings. In FY 2017 we will make tangible progress toward the requirements in the far-reaching new Executive Order 13693 (March 2015). This executive order set several goals for 2025 that rely on Facilities, including total energy usage, renewable and clean energy usage, potable water usage, net-zero energy and net-zero water buildings (which use no more than they generate annually), sustainable existing buildings, and greenhouse gas emissions. For example, we are identifying the top energy consuming facilities through Utility Bill Clean-up efforts, and will target investments and leverage third-party financing to realize significant utility cost

reductions. Additionally, we are partnering with the National Renewable Energy Lab to identify candidate facilities for installing cost-effective renewable energy systems (including biomass-fueled systems). Also, by 2017, we expect that 22 percent of our buildings over 5,000 gross square feet will meet the Guiding Principles for High Performance Sustainable Buildings. These efforts complement operational changes which are coordinated through the Office of Sustainability and Climate Change.

In FY 2017, we will explore opportunities to include feedback on customer satisfaction for recreation sites and facilities within and through the Forest Service digital strategy effort. In a related effort, we will review best industry practices in both private and public sectors in order to develop public facing standards and performance measures to help track information internally and share information externally about the quality and availability of our recreation sites and opportunities. We will also continue to assess the safety aspects of our developed sites locations under current and future conditions. For example, we will assess the need to relocate recreation facilities from areas that are projected to be increasingly prone to flash flooding.

### **Past Performance**

Forest Service Facilities enable employees to carry out our mission and strategic goals to sustain the national forests and grasslands, deliver benefits to the public, and apply knowledge both internally and globally. In FY 2015, we initiated an effort to increase dam safety and minimize impacts to surrounding communities, expanded the accessibility of our developed recreation sites in order to better serve the public, provided guidance to the field to reduce our infrastructure footprint and associated costs, and expanded sustainability and energy conservation efforts to reduce adverse impacts on the environment. Below is some more information on these efforts as well as two examples of major Facilities projects completed in FY 2015.

#### *Increasing Community Safety near Dams*

In FY 2015, we continued an ongoing effort to update Emergency Action Plans and associated inundation maps for 31 Forest Service-owned high-hazard potential dams and update an additional 5 inundation maps for high-hazard potential dams. Inundation maps display critical areas that could be affected by a dam failure or operational incident. Residents of areas that could be affected by a dam failure or operational incident have a risk of loss of life, and damage to property from a failure or operational incident. Emergency Action Plans help protect lives and reduce property damage.

Upper Sherando Dam on the South River was designed and constructed by the U.S. Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) in 1958. The dam was originally under an operation and maintenance agreement, which has expired and the dam is now considered to be under Forest Service ownership. The dam benefits landowners downstream by reducing flooding occurrences, periods of denied access to their property, and sedimentation of their property. The County, State, and the general public benefit from the reduction of flooding occurrences and potential damage to roads and bridges downstream from the dam. The dam was damaged during a major storm event in 2003, requiring major repairs. A 2011 Rehabilitation and Assessment report indicates that in order to meet current Virginia State Dam Safety and NRCS criteria for a High Hazard structure, improvements to the auxiliary spillway are required

to increase capacity. In addition, downstream from Upper Sherando Dam is Lower Sherando Dam, another High Hazard dam, whose current spillway capacity is only 20 percent of that necessary to meet Virginia State Dam Safety and NRCS criteria for High Hazard Dams. George Washington and Jefferson National Forest has requested \$3.5 million to complete improvements on both Upper Sherando and Lower Sherando Dams.



View from the top of Upper Sherando Dam, a High Hazard Dam located at the Sherando Lake Recreation Area on the George Washington and Jefferson National Forest in Virginia. This dam enhances recreation opportunities and protects property owners and infrastructure downstream from flooding.

### *Increasing Accessibility for Outdoor Recreation*

With approximately 10,000 developed recreation sites on the National Forest System (NFS) lands, we support a broad spectrum of outdoor recreation opportunities in America's great outdoors, and we are committed to inclusive participation in recreation opportunities for all people, regardless of age or ability. In FY 2015, we achieved a record, ensuring that more than 27 percent of our recreation site capacity is accessible, and increased our number of accessible recreation buildings to more than 8,400 an increase of 400 since FY 2004. We leveraged Facilities dollars with other funds, such as recreation fee collections and or Capital Improvement & Maintenance funds, to open more recreation opportunities for all visitors to enjoy including those with disabilities, seniors, large family groups, and families with young children and strollers. The Forest Service provides the largest number, and widest range, of accessible recreation facilities in the country.

### *Reducing our Physical and Environmental Footprint*

The Forest Service is investing to improve the performance of its facilities in terms of sustainability, energy and water conservation, and cost-effectiveness. In FY 2015, almost 21 percent of our existing buildings over 5,000 square feet met the Federal Guiding Principles for High Performance and Sustainable Buildings. This exceeds the Executive Order (E.O. 13514) mandate of 15 percent by FY 2015. The Pacific Southwest Region, for example, implemented 36 Sustainable Operations Microgrant Projects in FY 2015 with an emphasis on energy and water. Annual cost savings from these projects are estimated to total nearly \$59,000, with a payback period of two years, and a 391 percent return on investment in five years. Resource savings from these projects include over 9.1 million gallons of water and over 42,000 kilowatt-hours of energy. In a specific, local example, the Willamette National Forest replaced an existing heating, ventilation, and air conditioning unit with a much more efficient heat pump and air handler, replaced 400-Watt outdoor floodlights with 150-Watt LEDs, and replaced two old water heaters with heat-pump water heaters, which are twice as efficient. In these ways, we reduced utility costs, and led by example in reducing energy use, water use, and greenhouse gas emissions.

*Major Facilities Projects*

In addition to efficiencies in energy use and reductions in our physical footprint, each year we complete major infrastructure projects proposed and funded through previous appropriations. Below are two examples of projects completed in FY 2015.

In FY 2015 the Northern Region completed the first of three phases of remodeling and reconstruction of Fort Missoula's Building 26 to serve as the Regional Office in Missoula Montana and moved 80 employees into the building including the Regional Forester staff. Building 26 was originally constructed in 1909 during Fort Missoula's second re-construction period and is one of two twin, Mission-style, concrete, U.S. Army barracks buildings (the other is used as the Lolo National Forest Supervisors Office). In 1933, the Civilian Conservation Corp added the east wing additions to both barracks. This project not only preserves and utilizes a significant building located in a Historic District, meeting all Section 106 requirements; it also reduces the Regional Office footprint by about 50 percent and reduces costs.

When Phase II and III of the remodeling and reconstruction are completed over the next two fiscal years, Building 26 will house all of the approximately 225 staff of the Northern Region Regional Office. This will allow the Regional Office to vacate a high cost lease of approximately \$1.9 million per year, which will in turn reduce cost pools. Thirty year life cycle, costs will be reduced by 65 percent for a total savings of approximately \$24 million, and the design and construction payback period is only about five and a half years. The building will utilize numerous energy reduction technologies and is anticipated to meet a Green Globes—2 globe rating or better. Operation and maintenance costs and utilities for B26 will result in a net overhead reduction of \$1.6 million per year, and it is estimated that approximately \$8 million dollars of deferred maintenance will be eliminated upon completion of all phases.

In FY 2015 the Inyo National Forest completed a \$270,800 project to rehabilitate the water system in the town of Mammoth Lakes, reducing costs and saving millions of gallons of water annually for multiple constituencies. The town of Mammoth Lakes' water system is served by a single 6 inch service meter that contains more than two miles of pipeline and over 90 service connections, is more than 50 years old, and has no drawings identifying the location of the lines, valves, and drains. The water system serves 15 residences, 2 barracks buildings, a storage garage, the Ranger Station, an interagency visitor center, and the Tourism Bureau building under permit to the town of Mammoth Lakes. It also serves three Forest Service owned/ concessionaire operated campgrounds with a total of 144 campsites sites. The Inyo National Forest implemented the project in response to several water leaks discovered in the system. The leak repair and box improvement became a high priority for the region due to the drought in California and violation notices issued by the State. The Inyo National Forest used a Forest Service crew to locate lines and coordinate system outages to systematically identify and repair leaks with minimal disruption of services and at no additional cost to the government. The effort required close coordination with the above mentioned partners, employees, residents, and visitors for each outage. The Forest adjusted the project scope twice as the team identified additional leaks. The leak repair efforts will save 3.8 million gallons of water annually, water savings that helped the Mammoth Lakes Community Water District meet the State required reductions in water usage for 2015, and enabled the Inyo to continue to serve the needs of the community of Mammoth Lakes – its residents, its businesses, and its visitors – for years to come.

## Program Description

### Program Overview

Forest Service Facilities are essential to carry out our mission to care for the land and serve people and to achieve our strategic goal of delivering benefits to the public by connecting people to the outdoors. The Facilities program is one of the only portions of our budget that provides foundational support to each of our strategic goals and objectives.

Approximately half of the Facilities budget supports recreation infrastructure with the other half supporting essential infrastructure needed for restoring resilient landscapes, managing wildland fire and emergency response efforts, and conducting and delivering cutting edge research in support of our mission.

The public often experiences the Forest Service by participating in recreational opportunities available on publicly managed national forests and grasslands. Outdoor recreation participation provides physically challenging exercise, development of lifelong skills, and a connection to the wonders of nature. Outdoor opportunities and experiences promote physical, mental, and spiritual health; enhance community identity and sense of place; help bond family and friends; and foster citizen stewardship of the Nation's forests and grasslands. In many instances, lifelong conservation values develop from outdoor recreation experiences.

The Facilities budget directly funds the maintenance of developed recreation sites; major construction and capital improvement for all fire operations, administrative, research, recreation, and other types of infrastructure; decommissioning when appropriate; and planning and design of all facilities. This program includes the maintenance, capital improvement, and management of over 16,000 administrative buildings, 9,575 water/wastewater systems, more than 10,000 developed recreation sites and 500 Forest Service owned dams located across the United States and the Commonwealth of Puerto Rico.

### Sustaining Our Nation's Forests and Grasslands

Facilities funds help ensure that our employees have the physical infrastructure they need to carry out natural resource objectives to sustain our Nation's forests and grasslands for generations to come. These funds help support the planning and design, major capital improvement, consolidation, and when appropriate, the decommissioning of administrative buildings, work centers, warehouses, and other buildings to house the staff, tools, and equipment needed to achieve our mission.

#### Building 26 Phase 2 Construction - Ongoing



New ADA compliant sidewalk has been installed.

The Forest Service strives to promote and practice sustainability in all aspects of its facility operations and capital improvements, including making our buildings and equipment more energy and water efficient, striving for net-zero energy sites where practicable, and reducing waste whenever possible. New building construction projects for regional offices, supervisor's offices, district offices, visitor centers, and research offices or laboratories, are registered and certified using either the U.S. Green Building Council's Leadership in Energy and Environmental Design rating system (minimum Silver certification), Green Globes (minimum Two Green Globes certification), or other third party certification systems. We encourage all Forest Service construction projects to be designed and constructed with domestically harvested wood products, ideally from locally sourced National Forest System lands, wherever feasible and practical.

Managing the natural role of fire while protecting resources, life and property from adverse impact of fire is a significant challenge in the changing landscape and environment in which we work. As part of the National Cohesive Wildland Fire Management Strategy, maintaining and improving fire related facilities is critical to executing a safe, effective, and efficient response to wildfire. Facilities funds support wide range of fire related assets, including airtanker bases, lookouts, heliports, smokejumper centers, hotshot crew facilities, supply depots, fire caches, and fire management centers. These critical infrastructure assets enable the agency's emergency management (Incident Command) structure, our wildland fire preparation, risk reduction, and response to wildland fire and its effects.

#### Delivering Benefits to the Public

Approximately half of the Facilities budget directly supports developed recreation sites, which contribute significantly to the approximately 143,000 full- and part-time jobs and more than \$10 billion that outdoor recreation generates to the communities surrounding national forests and grasslands. Developed recreation infrastructure supports the estimated 147 million visits that occur annually on NFS lands as attracting visitors to our campgrounds, bathhouses, picnic areas, boat launches and other developed sites.<sup>28</sup> These assets connect the recreating public to the outdoors and contribute to the resilience of neighboring communities through many economic benefits associated with outdoor recreation, including jobs and commerce produced by tour operators and vendors such as lodging, fuel, food, and other supplies desired by outdoor recreation visitors.

We also strive to make the direct benefits of our public lands – improved health, social connections, and quality of life – available to all Americans. Primarily through Facilities program funds, we are making recreational facilities on the national forests and grasslands more accessible to everyone, including seniors, families, and the estimated 57 million Americans with disabilities.

Communications facilities and equipment located on NFS lands are an integral part of the Nation's telecommunications infrastructure, and provide essential support for operations of wildland firefighting; Homeland Security; emergency services; and hydroelectric, gas pipeline

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<sup>28</sup> National Visitor Use Monitoring Summary Report – 2014

and electric transmission facilities that support the Nation's prosperity. Facilities funds contribute to long-term maintenance and improvement of this infrastructure.

### Applying Knowledge Globally

There are currently over 800 facilities owned and operated in support of the agency's Research and Development mission, contributing to the development and delivery of knowledge and innovative technologies to improve the health and use of the Nation's forests and grasslands - both public and private. These facilities include state of the art laboratories, offices, warehouses, greenhouses, and quarters and are often co-located with major universities and our other research partners. Our facilities also do not just support research; some facilities themselves are utilized as part of long-term research projects. An example of this are the numerous weirs located at the Coweeta Hydrologic Laboratory, one of the original Long-Term Ecological Research sites established by the National Science Foundation. Many weirs date back to the 1930's at the founding of the Coweeta Experimental Forest when the Civilian Conservation Corps constructed these structures to measure water flow.



Figure 1: Active projects at the Forest Products Laboratory in Madison, Wisconsin, further our understanding of wood product applications, from manufacturing liquid nanocellulose to testing glue-laminated timber.

The Forest Service operates the Technology and Development Program that has facilities centers at two locations - San Dimas, California, and Missoula, Montana. The Technology and Development program is focused on applying technology and equipment design to improve business practices and keep employees safe while working in a forest environment. These facilities include testing and evaluation, space for review and examination of products that currently exist in the marketplace, and for the design and development of new and unique products. Technology and Development serves a critical role in assisting Fire and Aviation Management to outfit firefighters to perform their duties in a safe, cost effective manner in facilities. The program works collaboratively with the General Services Administration and updates and maintains specifications for 200 of the most common products firefighters use, such as personal protective clothing, fire shelters, fire retardant testing, drip torches, and fire hoses.

Using the Technology and Development specifications, the General Services Administration solicits and awards contracts for these items at well below open market prices.

The Technology and Development facilities support a wide variety of projects and programs for the Forest Service and other USDA agencies and external partners. Some examples of facilities related products under development include:

- Building Management Guidelines – Provide how-to information for annual maintenance of facilities, including opening and closing facilities, historic preservation requirements, and how to make Forest Service buildings “firewise.”
- Sustainable Demolition/Disposal – Guidebook to meet new requirements for recycling materials from demolished building. Lessons learned from units that have experience with sustainable demolition and disposal.
- Guidelines for Facilities Realignment – Provide objective analysis tools and techniques for determining which facilities are needed for mission requirements and which can be excessed, based on lessons learned from other agencies that have gone through major facilities reductions.

The Facilities program consists of two primary activities, the maintenance and improvement of facilities:

Maintain Facilities – Maintenance is the act of keeping fixed assets in acceptable condition. It includes repairs, preventive maintenance, and replacement of parts and structural components. Maintenance projects funded within this activity have costs exceeding \$250,000 and the work pertains to recreation developed sites (such as campgrounds and day-use sites) and fire, administrative and other facilities. Maintenance excludes operation costs. The maintenance of facilities is essential to reduce energy and water consumption across the agency, and to create a sustainable network of facilities that meet Forest Service needs while reducing their environmental and climate impact.<sup>29</sup>

Improve Facilities – Capital improvement projects for fire, administrative and other and recreation sites are included in this activity. Capital improvements include construction of new facilities, alteration of existing facilities to change function, and expansion of facilities to change capacity to meet needs that are different from the original intent. Improvements are often required to expand public service capability or recreational opportunities. In many cases, capital improvements eliminate deferred maintenance.<sup>29</sup>

### Allocation and Integration

Allocations to the field are based on workforce, visitor demand and major project proposals, and reflect needs identified through facility master plans.

Fire, administrative and other facilities are also funded through the Facilities Maintenance Assessment funds (see Special Exhibit - Facilities Maintenance Assessment) and the Operation

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<sup>29</sup> Forest Service Handbook 6509.11g Chapter 40, 40.5 – Definitions

and Maintenance of Quarters Fund (see Permanent Appropriations Chapter). In addition to appropriated funds, annual maintenance and repairs to recreation facilities are also funded through other special authorities, including the Timber Sales Pipeline Restoration Fund and the Federal Lands Recreation Enhancement Act. Through the use of these funds the Forest Service is able to operate and maintain many of its recreation facilities that might otherwise have been closed due to increasing costs.

### Partnerships

The agency accomplishes valuable facility work by leveraging funds for completing these activities through partnerships. Volunteers, concessionaires, and other partners are engaged to enhance recreation experiences and help maintain nearly 70 percent of recreation sites. The agency currently has over 30,000 recreation special use authorizations which offer a great opportunity for partnership to support the millions of annual visits to NFS lands.

The Forest Service also emphasizes the need to co-locate with other Federal agencies through the Service First initiative, resulting in shared facilities that lower operation costs and increase collaboration between organizations. Service First is a partnership authority among four agencies, including the Forest Service and the Department of the Interior's Bureau of Land Management, National Park Service, and Fish and Wildlife Service.

**FY 2017 Facilities Major Projects List**

(dollars in thousands)

<b>Agency-wide Critical Infrastructure Support</b>	<b>Total Cost</b>
Recreation Maintenance (Projects Under \$500,000)	\$39,189
Fire, administrative and other (FA&O Maintenance) (Projects \$250,000 - \$499,000)	2,397
Capital Improvement (Projects Under \$500,000)	1,060
Critical Infrastructure Support Projects	14,440
<i>Planning and Design for Future Projects</i>	1,687
<i>Washington Office (Maintenance and Improvement)</i>	3,300
<i>Albuquerque Service Center Business Management (Maintenance and Improvement)</i>	8,274
<i>Project Management and Implementation Support</i>	1,179
<b>Total for Agency-wide Critical Infrastructure Support</b>	<b>\$57,086</b>

<b>Region/ Station/ Area</b>	<b>State</b>	<b>Project Name and Type</b>	<b>Unit</b>	<b>Deferred Maintenance Eliminated</b>	<b>Project Cost</b>
<b>National Priority Projects</b>					
R01	ID	Interagency Natural Resource Center- Phase 2	Idaho Panhandle National Forests	\$1,432	\$2,200
R06	OR	Redmond Air Center Facility Improvements Phase 2	Deschutes National Forest	2,159	1,000
<b>National Priority Total</b>				<b>\$3,591</b>	<b>\$3,200</b>
<b>National Demolition &amp; Disposal Projects</b>					
R08	KY	Daniel Boone NFs Forest-wide Decommissioning	Daniel Boone NF	\$871	\$150
R05	CA	ANF Camp 16 Demolition & Cleanup	Angeles NF	-	500
<b>National Demolition &amp; Disposal Total</b>				<b>\$871</b>	<b>\$650</b>
<b>Regional Priority Projects</b>					
R01	ID	Interagency Natural Resource Center - Phase 1	Idaho Panhandle NF	\$ 1,432	\$1,800
R02	WY	Saratoga Bunkhouse - Phase 1	Medicine Bow & Routt NFs	-	500
R02	CO	Difficult Campground Rehabilitation	White River NF	346	800
R04	ID	Stanley Lake Rec Complex Reconstruction	Sawtooth NF	230	1,000
R05	CA	Mammoth Water System Repairs	Inyo NF	606	1,240
R06	WA	Klahowya Campground Water & Wastewater System Improvements	Olympic NF	250	615
R08	AR	Blanchard Springs Caverns Rehabilitation - Phase 1	Ozark-St. Francis NF	300	600
R09	NH	Dolly Copp Campground Reconstruction - Phase 2	White Mountain NF	1,921	1,283
SRS	NC	RTP Park Forest Science & Assessment Center - Phase 1	Southern Research Station	1,099	1,700
RMRS	MT	Aldo Leopold Wilderness Research Institute Renovation	Rocky Mountain Research Station	373	600
SRS	NC	Whitehall Quarantine Laboratory for Invasive Species Research	Southern Research Station	40	525

<b>Region/ Station/ Area</b>	<b>State</b>	<b>Project Name and Type</b>	<b>Unit</b>	<b>Deferred Maintenance Eliminated</b>	<b>Project Cost</b>
<i>Regional Priority Subtotal</i>				<b>\$6,597</b>	<b>\$10,663</b>
<b>Total – National, Demolition &amp; Disposal, and Regional Facilities Projects Funding</b>				<b>\$11,059</b>	<b>\$14,513</b>
<b>TOTAL FY 2017 FACILITIES MAJOR PROJECTS</b>					<b>\$71,599</b>

Roads

Budget Line Item	Roads				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Roads					
Annual Appropriations	\$168,094	\$172,094	\$150,000	-\$22,094	-13%
<b>Roads Total</b>	<b>168,094</b>	<b>172,094</b>	<b>150,000</b>	<b>-22,094</b>	<b>-13%</b>
Annual Appropriations FTEs	988	988	988	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>988</b>	<b>988</b>	<b>988</b>	<b>0</b>	<b>0%</b>
Roads					
New Road Construction	8,405	0	6,550	6,550	0%
Operations & Maintenance	141,199	145,454	126,840	-18,614	-13%
Reconstruction of Existing Roads	18,490	26,640	16,610	-10,030	-38%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Roads</b>						
Miles of passenger car roads receiving maintenance	34,281	36,824	34,000	35,028	32,000	30,000
Miles of high clearance system roads receiving maintenance	14,111	14,550	11,000	15,360	10,000	12,000
Miles of road reconstruction and capital improvement	2,037	2,539	2,000	2,272	2,000	2,000
Percent of road and trail rights-of-way acquired that provide public access through easement acquisitions or land adjustments	90.0%	90.0%	85.0%	90.0%	85.0%	80.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$150,000,000 for the Roads Program, a decrease of \$22,094,000 from the FY 2016 Enacted Budget. This funding is essential to maintain existing vehicle travel corridors in good condition in support of the agency’s goals for restoration and climate change mitigation. At this funding level we will be improving 100 fewer miles of road and maintaining 3,000 fewer miles of trail than in FY 2016. We are principally focus on managing and protecting investments made in the existing transportation system; maintaining a safe passenger car road system; and supporting accelerated restoration projects, timber sales, and stewardship contracts. Well-maintained roads reduce accidents, and minimize ecological impacts.

The National Forest Service Road System also provides the only source of access to some communities and residents, or serves as secondary evacuation routes during emergencies (e.g., fire, hurricanes). Most of the work on high clearance roads will focus on ecological restoration and protection and will be completed through our integrated vegetation, forest products, hazardous fuels, and wildlife programs; Timber Sale Purchasers; Stewardship Contracting; and other program and partnership funds. Additionally, we will address maintenance within and around National Monuments and National Recreation Areas to help ensure that the public can access and enjoy these iconic places.

In FY 2017, we will continue our focus for the roads program on three key outcomes: access, restoration, and safety.

Our focus on access will include implementation of the Minimum Roads System analysis (Sub Part A of the Travel Management Rule) in national forests and grasslands will continue in 2017 to move us toward a sustainable road system that is safe, environmentally sound, and more resilient to climate change while still meeting the access needs for land management, recreation, and community connections.

Our focus on restoration will include Best Management Practices for Water Quality and Watershed Condition Assessments and Watershed Restoration Action Plans as described below.

- Best Management Practices (BMPs) for Water Quality – There are 11 National Core BMPs specific to road management activities which have been formulated to avoid, minimize, or mitigate adverse effects to soil, water quality, and instream riparian resources. The Forest Service is committed to the implementation of these BMPs in order to ensure high quality water is available to the public as well as fish and wildlife populations. BMP monitoring programs will provide us the opportunity to observe our successes as well as to make adjustments to the BMPs if necessary.
- Watershed Condition Assessments and Watershed Restoration Action Plans – Properly maintained road surfaces and drainage systems are critical components of watershed protection and restoration, not only reducing adverse effects to water resources, but also restoring hydrological functions and improving fish and wildlife habitat connectivity at road-stream crossings. This restoration work also supports the Administration's Executive Order 13653 to address infrastructure preparedness and resiliency to the impacts of climate change.

Our focus on safety will include the Plan of Corrective Action and the Transportation Safety Program as described below.

- Plan of Corrective Action - We will continue to implement the Plan of Corrective Action as agreed with Federal Lands Highways to bring the bridge program into full compliance with the National Bridge Inspection Standards. We will focus on complying with 23 metrics (we are now in compliance with 17 metrics) that include the improvement of the quality of bridge inspections, database integrity, inspection procedures, and quality control.
- Transportation Safety Program - Ensuring public safety is a critical part of our roads program and we will continue our focus on passenger car roads and necessary safety

work. Identifying transportation safety needs, conducting safety assessments and audits in high priority locations, and making safety improvements are essential to reduce severe crashes that cause fatalities and injuries on National Forest System (NFS) roadways; enhance visitor mobility, accessibility, and overall experience; and conserve natural, historical, and cultural resources.

Our priority work will focus on achieving these outcomes and aligning our performance measures in support of these outcomes. We will continue to use existing performance measures such as miles of road maintained; and will track outcome-based measures for roads begun in 2016, specifically:

- percentage of existing road systems in alignment with minimum road system;
- number of watershed restoration action plans where all identified road work has been completed;
- percentage of passenger car roads with a Safety Condition rating of good or fair; and
- percentage of bridges identified as structurally deficient or functionally obsolete.

### **Past Performance**

Through the operation and maintenance of a safe, efficient road system, our National Forest Road System enables us to sustain our Nation's forests and grasslands and deliver benefits to the public.

The Forest Service is committed to preventing watershed and habitat degradation associated with roads. We are working to reduce the size of our road system, while still providing sufficient access to NFS lands, and we are working to ensure that our remaining roads do not add sediment to streams or block the movement of aquatic organisms through stream crossings. These improvements make the road system more resilient, as they not only provide for aquatic organism passage, but the improved roads are also better able to survive extreme storm events.

#### *Sustaining our Nation's Forests and Grasslands*

The Roads program supports ecological restoration not only by providing access for watershed restoration projects, but also through the maintenance and reconstruction of the road itself. By ensuring that the road surface is stable, and that the drainage system functions properly, erosion of the road and concurrent sediment deposit in streams is reduced or eliminated. This work includes removing or replacing road-stream crossing to allow for aquatic organism passage, reconstruction to implement BMPs to reduce road sediment entering streams, decommissioning unneeded system and unauthorized roads and placing roads in long term storage for future use.

In FY 2015, we met our overall target for reconstruction and maintenance. The Forest Service is committed to preventing watershed and habitat degradation associated with roads. We are working to reduce the size of our road system, while still providing sufficient access to NFS lands, and to ensure that our remaining roads do not add sediment to streams or block the movement of aquatic organisms through stream crossings. These accomplishments make the road system more resilient, as they not only reduce erosion and provide for aquatic organism passage, but the improved roads are also better able to survive extreme storm events.

*Delivering Benefits to the Public*

In order to ensure that appropriate access is available, we have been conducting travel analysis on every unit of the Forest Service over the past several years. Travel analysis is the process of identifying the risks and benefits associated with each road. These analyses will help to inform future decisions concerning road maintenance levels, which roads to keep and which to decommission. By FY 2015, all Forest Service units completed this analysis. Through the roads program, the agency has also provided access for vegetation management, fuel reduction and watershed restoration projects, as well as acquiring rights-of-way to provide access to NFS lands where we did not previously have legal access.

Public and employee safety is the agency's top priority for the National Forest Road System. Both maintenance and reconstruction accomplishments contribute to the safety of our road system, and ensures that it meets applicable safety laws and standards. These activities also contribute to the preservation of the road and its appurtenances, thereby extending the life of the road and protecting the Government's investment. On those roads where user comfort and convenience is a consideration, maintenance also provides a smoother ride for the public.

**Program Description**Program Overview

The primary objective of our Roads program is to operate and maintain a safe, efficient road system that meets the access needs of the public and the agency. Providing and maintaining both the condition and availability of the National Forest Road System is essential to sustain our Nation's forests and grasslands and to deliver benefits to the public.

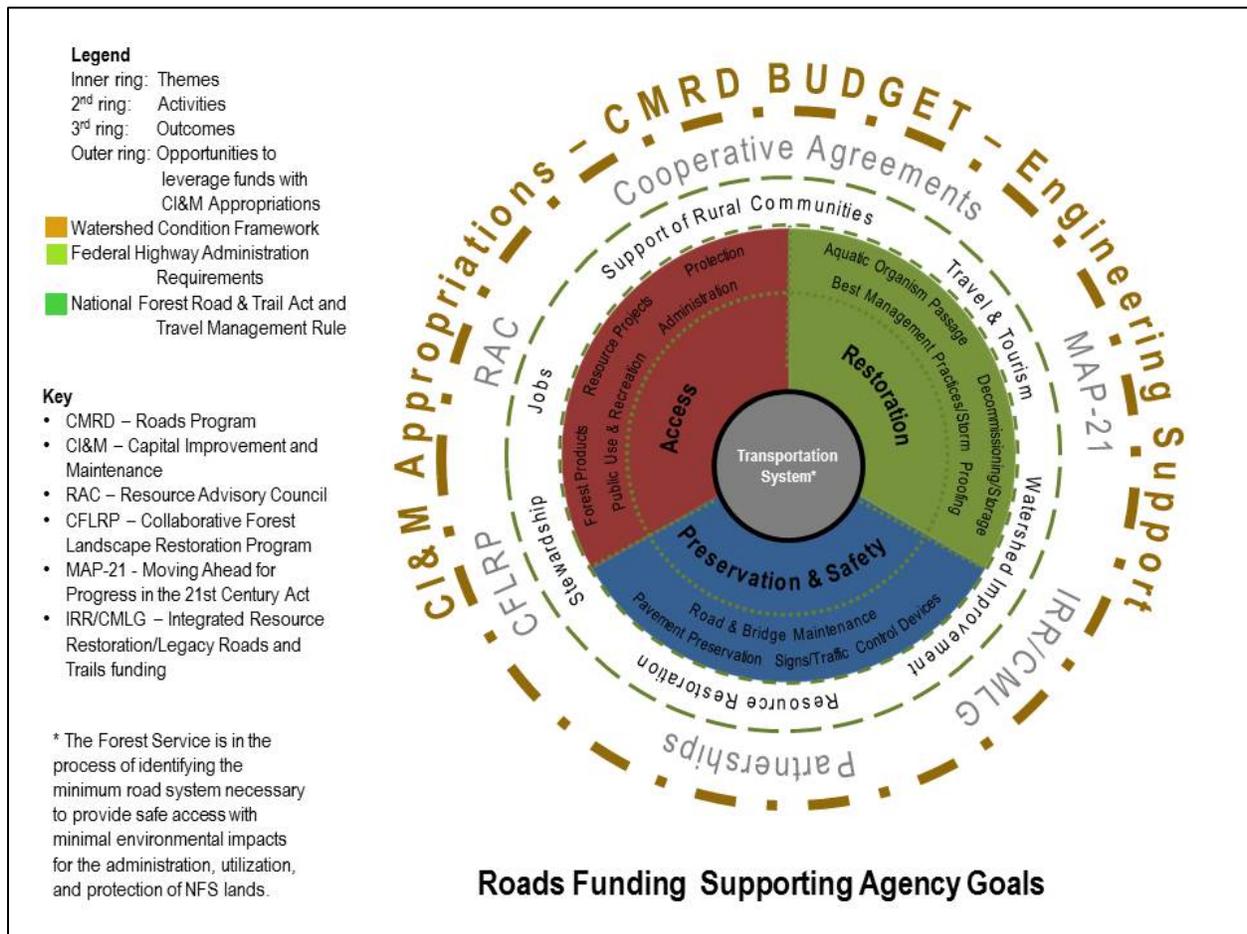
The Roads program is essential for the management, protection, public use, and enjoyment of 193 million acres of NFS lands. Virtually all agency and public activities on the national forests and grasslands lands require travel over the roads system, which consists of approximately 370,000 miles of road, of which approximately 65,000 miles are managed for passenger cars. In addition the Forest Service has 6,200 road bridges. The deferred maintenance backlog on the passenger car road system is approximately \$3 billion, including bridges.

The Forest Service's transportation system:

- is the critical component in maintaining safe, enjoyable and sustainable public access for recreational activities, and supporting local recreation-dependent communities associated with NFS lands (outdoor recreation on these public lands supports about 205,000 jobs, contributing about \$13.6 billion to the Nation's gross domestic product each year);
- provides access for forest management activities including timber harvest and hazardous fuel reduction;
- provides access to a variety of resources such as minerals and oil and gas management which annually generates hundreds of millions of dollars (typically ranging from \$650 million to \$850 million) in rents, royalties, and bonus bids for the U.S. Treasury;

- provides access for emergency responders and local residents in the event of a wildland fire or other emergencies;
- helps protect clean and abundant water produced from national forests by implementation of best management practices for water quality, and by improving aquatic habitat and hydrology at road-stream crossing; and
- is essential to achieving accelerated restoration goals, by allowing access to conduct priority vegetation management.

The below diagram shows the interdependency of the roads program and agency goals



*Sustaining our Nation’s Forests and Grasslands*

Through the Roads program we ensure that roads are available when and where they are needed for administrative use such as watershed restoration, fuel reduction, removal of timber and other forest products, grazing and mineral development. It also means that roads are available for the needs of the public for access to and through the NFS. This access is necessary for the support of adjacent rural communities whose economies are dependent on recreation and tourism, and resource management and development.

The Roads program supports ecological restoration not only by providing access for watershed restoration projects, but also through the maintenance and reconstruction of the road itself. By ensuring that the road surface is stable, and that the drainage system functions properly, erosion of the road and concurrent sediment deposit in streams is reduced or eliminated. This work includes removing or replacing road-stream crossing to allow for aquatic organism passage, reconstruction to implement BMPs to reduce road sediment entering streams, decommissioning unneeded system and unauthorized roads and placing roads in long term storage for future use.

Effective road maintenance is essential to protect the quality of waters originating from NFS lands, which provide the drinking water supply for approximately one-fifth of American communities, and habitat for over 470 fish and 346 crayfish species, as well as more than 124 Threatened, Endangered and Sensitive aquatic species. The condition of our roads has a direct effect on our ability to provide clean water. Deferring maintenance or not repairing roads after storm events allows sediment to enter streams and rivers thereby degrading water quality and jeopardizing the safety of users.

### *Delivering Benefits to the Public*

The National Forest Road System is the critical component in maintaining safe, enjoyable and sustainable access for all Forest Service programs and activities, including:

- Recreational activities, supporting local recreation-dependent communities associated with NFS lands.
- Forest management activities such as timber harvest, watershed restoration and hazardous fuel reduction, including those supporting biomass utilization, as well as a variety of other resources such as minerals and oil and gas.
- To maintain, reconstruct, and construct the National Forest Road System (NFRS), the Forest Service hires contractors that frequently supply jobs in rural areas.
- Emergency responders and local residents in the event of a wildland fire or other emergency.

These programs and activities help support the nation's economy and return funds to the Treasury. Outdoor recreation on NFS lands supports about 194,000 jobs, contributing about \$10 billion to the Nation's gross domestic product each year. Minerals and oil and gas management on NFS lands generates between \$650 million and \$850 million in rents, royalties, and bonus bids for the U.S. Treasury each year.

The NFRS provides critically important access for recreational, administrative, and commercial purposes, and it provides access to and between rural and gateway communities, contributing to community vitality and economic development. In some cases, these roads provide the only escape or access routes for forest users and local residents in the event of wildland fire or other emergency situations, including access for emergency responders.

### *Maintenance and Improvement of our Roads System*

All Forest Service units have completed a travel analysis of their road system in order to identify those roads that are likely needed for the protection, administration, and enjoyment of the NFS, as well as those roads that are likely not needed. This analysis informs agency decisions about which roads to keep, and which roads may be decommissioned or placed in long-term storage and will also help us to focus resources on maintaining and improving the safety and sustainability of our remaining roads and bridges.

Maintaining and reconstructing roads helps to ensure that the road surface is stable, and that drainage systems function properly. This helps to reduce erosion and concurrent sedimentation of streams. Reconstructing road-stream crossings to allow for the passage of aquatic organisms expands aquatic habitat and improves the biological diversity of the watershed.

Decommissioning unneeded roads reduces the ecological impact of our road system by removing roads from the landscape and restoring that ground to a more natural state. Roads that are not currently needed but may be needed in the future are placed in long term storage. These roads are closed to all traffic, including administrative traffic, for a period of at least one year. Most stored roads receive treatment similar to decommissioned roads in order to make them more resilient to storm events and minimize ecological damage. These treatments are customized by location, topography, and the expected duration of storage.

Work that supports public and employee safety and resource protection are priorities for these program funds. The agency is currently working to strengthen the Safety Management System for roads in partnership with the Federal Lands Highway Division of the Federal Highway Administration.

The National Forest Road System currently has:

- 65,000 miles of road open for use by and maintained for passenger cars and other State highway legal vehicles (Maintenance Levels 3 through 5), making them subject to Highway Safety Act requirements. These roads provide public access for camping, recreation, administrative uses, and resource management and development activities.
- 203,000 miles of roads managed for high clearance vehicles (Maintenance Level 2), which provide access primarily for recreational, administrative, and resource management and development activities, and
- 102,000 miles of road that have been placed in long-term storage for future use (Maintenance Level 1) and are not maintained for traffic.

The terms “Construction” and “Maintenance” are used as defined by 23 U.S.C. 101. The Roads program is delivered through the following activities:

Operations and Maintenance – This activity includes the operation and maintenance of existing system roads, bridges, and other vehicle access areas such as parking lots. Operations include the inventory, classification, and mapping of the transportation system, traffic monitoring, road management, travel management and transportation planning, which helps the agency identify opportunities to reduce the number of open roads and determine the appropriate service level for the remaining roads to obtain a sustainable transportation system. Maintenance includes actions necessary to preserve or

restore a road to its original service level and condition in order to provide acceptable service and achieve its expected life. This includes maintenance of the travel ways; roadside vegetation; drainage facilities; structures, including bridges; traffic control devices, including signs and gates; and engineering support for timber sale contracts that include required road maintenance by the timber purchaser. Engineering services include the design, cost estimates, contract preparation, and contract administration necessary for quality assurance and to assure applicable safety, environmental standards and BMP are met.

Reconstruction of Existing System Roads – Reconstruction includes the renovation and restoration of existing roads, bridges, or other vehicle access areas such as parking lots that have deteriorated due to the accumulation of deferred maintenance. Reconstruction also includes rights-of-way acquisition; changing the function of existing roads to accommodate different uses; increasing capacity of an existing road such as changing a single-lane road or bridge to a two-lane road or bridge; and safety improvements that correct or improve high hazard locations such as replacement of deficient bridges or culverts. Reconstruction also includes relocation of existing roads to prevent resource degradation, such as moving a road away from a stream, and other improvements to meet public and resource management needs. Engineering services are included in this activity for the design, cost estimates, contract preparation, and contract administration necessary for quality assurance and to assure applicable safety, environmental standards and BMP are met.

New Road Construction – New road construction includes the construction of roads, bridges, and vehicle access areas to meet public and resource management needs; reclassifying unauthorized roads; and rights-of-way acquisitions. This activity results in a minor addition of miles to the transportation system where none previously existed. The primary focus of our roads program is the operation and maintenance of our existing roads system. However, in a few instances new road construction is needed in order to provide access for watershed restoration or vegetation management projects, including timber work. Engineering services are included in this activity for the design, cost estimates, contract preparation, and contract administration necessary for quality assurance and to assure applicable safety, environmental standards and BMP are met.

The Roads program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. We support the Forest Service strategic goal of delivering benefits to the public, such as providing abundant clean water, connecting citizens to the land, and strengthening communities. The Roads program also supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigation of wildfire risk, and conservation of open space.

#### Allocation and Integration

In several of the past years, Congress has provided annual direction on the proportionate amounts of the Roads appropriation to be spent for construction and maintenance. When funding is allocated to the field, the agency uses a formula that implements this direction. The formula

considers land area, visitor use, timber volume offered on timber sale and stewardship contracts, and acres treated for hazardous fuels.

The NFRS is an integral part of the rural transportation network and is operated and maintained to provide safe access for all resource program activities including terrestrial and aquatic ecosystem management programs such as Integrated Resource Restoration, Hazardous Fuels, Recreation, Heritage and Wilderness, and Trails. The NFRS supports public enjoyment of NFS lands by providing access to recreation sites, trailheads, and special areas. We focus allocations on the implementation of completed travel analyses. Coordination across multiple program areas is integral to successfully managing the NFRS to ensure the transportation system is adequate to meet those needs.

### Partnerships

The Roads program supports partnership opportunities such as Collaborative Forest Landscape Restoration Program projects, cooperative agreements, work with States and counties through the Moving Ahead for Progress in the 21st Century Act, with local counties through Resource Advisory Committee agreements, and with Tribal governments. These partnerships leverage Roads program funds to provide connectivity between communities and Federal Lands, complete decommissioning and resource restoration work, and to help communities reduce hazardous fuels by providing access to remove the material for biomass use opportunities.

The National Forest Roads and Trails Act of 1964 (P.L. 88-657, 16 U.S.C. 535) authorizes the cooperative construction and maintenance of our road system. Under this authority, the Forest Service enters into Cooperative Road Construction and Use Agreements with the owners of large tracts of lands intermingled with NFS lands. The Forest Service also enters into Cooperative Forest Road Agreements with public road authorities, such as States and counties, where public lands access, local residential access, and local commerce needs coincide.

Trails

Budget Line Item	Trails				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Trails					
Annual Appropriations	\$77,530	\$77,530	\$78,530	\$1,000	1%
<b>Trails Total</b>	<b>77,530</b>	<b>77,530</b>	<b>78,530</b>	<b>1,000</b>	<b>1%</b>
Annual Appropriations FTEs	579	579	579	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>579</b>	<b>579</b>	<b>579</b>	<b>0</b>	<b>0%</b>
Trails					
Maintain Trails	69,777	69,777	70,597	820	1%
Improve Trails	7,753	7,753	7,933	180	2%

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Trails						
Miles of system trails maintained	50,915	53,128	54,500	55,673	55,000	55,000
Miles of system trail improved	1,018	1,368	1,100	1,300	1,300	1,300
Percentage of system trails that meet national quality standards	22.0%	23.3%	25.0%	22.1%	25.0%	27.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$78,530,000 for Trails, an increase of \$1,000,000 from the FY 2016 Enacted Budget.

The National Forest System (NFS) inventory of over 157,000 miles of trails offers one of the key means of achieving the agency’s Strategic Plan objective of “connecting people to the outdoors”. In FY 2017, we will implement the Forest Service National Strategy for Sustainable Trails. This is scheduled for publication in FY 2016 with an emphasis on providing a highly valued, relevant, and sustainable system of NFS trails. With this increase of funding, it will further leverage and expand partnerships by exploring and implementing innovative solutions for closing the gap between needed and available resources. The key focus areas will include making adjustments to the trail system; reducing the deferred maintenance backlog; implementing increased process efficiencies for accessing and leveraging volunteers, partners and non-appropriated resources and funding; and developing and providing an expanded and integrated system of skill development and training for agency personal and volunteers.

In FY 2017, aligned with the National Trail Strategy, the NFS Trails Program will integrate and implement several of the Forest Service’s high-priorities:

- Modernization of our recreation special uses program
- Increased capacity and focus on our community service and volunteer programs
- Renewal of strategy to implement digital innovation
- Implementation of citizen access through our system of recreation roads and trails
- Leverage of demonstration projects in key special places

Within the Trails program, we will increase and improve citizen access through our system of NFS trails and roads; leverage demonstration projects in key special places including National Scenic and Historic Trails; and enhance and expand digital access to information about NFS trails. This will include continued Travel Management planning and implementation focused on aligning and providing an appropriate and integrated spectrum of high-quality citizen access. In addition to the continued update of Motor Vehicle Use Maps which designate trail use by non-snow motor vehicles, by FY 2017 this will also include the initial designation via Over Snow Vehicle Use Maps of over-snow vehicle use on trails. Emphasis will continue to be placed on completing, protecting, and showcasing National Scenic and Historic Trails. The 21st Century Conservation Service Corps will continue to provide enhanced and expanded opportunities to work with partners to address trails maintenance needs and provide improved citizen access to all NFS trails, including congressionally designated trails. In FY 2017, the majority of all national forests will have externally published NFS Trail centerline data for use by the public and other external information providers, and will be focused on preparing and externally publishing additional trail information to provide enhanced trail descriptions and travel management information for motorized and non-motorized trail uses.

#### *Measuring Performance*

In FY 2017, we will increase the “Percent of System Trails Meeting Standard” as an overall indicator of the condition of trails. This measure reflects the percentage of NFS trails that meet National Quality Standards, consistent with the maintenance cycle identified for each trail. We will work to bring at least 27 percent of NFS trails to the national standard. The new National Trails Strategy will potentially result in the revision, replacement, or supplement to the other two previous performance indicators of Miles of Trail Maintained and Miles of Trail Improved with a goal of providing increasingly relevant, useful and readily reportable performance metrics.

#### *Public Safety and Backcountry Access*

Investments in NFS trails will continue a focus on improving public safety and backcountry access for wildland fire and natural resource management, addressing deferred maintenance backlog, supporting physical fitness, and supporting a range of recreational opportunities, including those in wilderness areas. Communities adjacent to public lands and individuals whose livelihoods are tied to public lands also benefit from investments in trails. With 50 million visitor days of non-motorized and motorized use each year, NFS trails contribute substantially to the nearly \$13.6 billion that recreational visits to national forests contribute annually to the U.S. economy. The vast majority of outfitters and guides (approximately 5,000) who work on the NFS lands depend on trails that are safe, well-maintained and available to the public. Trail investments will also create opportunities to employ youth, to develop skills among temporary and seasonal employees, and to expand contract work. With increasing demand for low-cost recreation opportunities, additional investments are needed to sustain and expand the economic return to the Nation from NFS trails.

## Past Performance

In FY 2015, Trails and Recreation staff worked cooperatively across the agency and with outside partners to maintain and make accessible as many of our trails as possible; increase capacity and ensure safety for employees, volunteers, and partners who help maintain the trails; and embark on efforts to both develop a collaborative management framework and improve digital access to the National Forest System (NFS) Trails. Trails physically connect people and communities with the outdoors and other public lands; thus draw millions of visitors each year and engage volunteers and service partners.

The Forest Service works with partners, volunteer groups and communities in the maintenance of NFS trails. In FY 2015, volunteers and partners contributed to 1.2 million hours for trail maintenance to NFS trails. This represents 28 percent of all 2015 volunteers and service hours reported for non-wilderness trails work and wilderness trails work, respectively 889,303 hours and 317,572 hours. Trail maintenance provides opportunities for agency employees and communities to work together to protect and maintain our network of trails. We work collaboratively with trail partner organizations to identify specific trail projects for which the partner will provide volunteers, and the Forest Service provides oversight and employee crews.

To further support our volunteers, partners, and employees, we are advancing new policy to increase capacity and safety in trail maintenance. In FY 2016, we will publish a proposed policy, the National Saw Program-Sawyer Evaluation and Certification in the Federal Register. The proposed directive (i.e., FSM 2358)—a cooperative effort between Trails, Wilderness, Fire and Aviation, and Safety staffs—creates a national sawyer qualification credential to help ensure consistency and accountability across the NFS lands. This strategy encompasses a multi-year saw policy initiative that will help us ensure the safe use of chainsaws and crosscut saws for all Forest Service employees, volunteers, partners, and sawyer training consultants who work on NFS lands, and will ultimately expand our capacity to maintain the National Trails System.

In FY 2015, we continued to develop the National Framework for Sustainable Trails. The intent of the Framework is to collaborate with national partners to define the necessary actions to create a socially, environmentally and economically sustainable National Trails System. We expect to finalize the Framework in FY 2016. The Trails program has been active in an agency-wide effort to develop a comprehensive digital strategy, including incorporating trails information into the Interactive Visitor Map. This map provides visitors with trip-planning information on the variety of recreational opportunities available on the national forests, grasslands and other areas, as well as how to access these opportunities. The map presents authoritative roads, trails, and recreation site information on National Forest System lands throughout the country.

## Program Description

### Program Overview

The Forest Service National Trails System includes over 157,000 miles of trails, including portions of National Scenic and Historic Trails. Approximately 32,000 miles of trails are located within designated wilderness areas. Investments in trails create safe and sustainable public

access, support a range of economic activities, and prevent extensive resource damage on the NFS. The Trails program is vital to connect people with each other, their community, their heritage, and their public lands. Visitors recreating on NFS Trails contribute millions of dollars directly and indirectly to local economies, and trails maintenance volunteers leverage substantial amounts of direct and in-kind contributions to trail management.

The NFS trails accommodate roughly 50 million visits of non-motorized and motorized travel and activities including hiking, hunting, fishing, wildlife viewing, cross-country skiing, snowmobiling, and off-highway vehicle use each year. The Trails program offers a vast range of recreation opportunities to the American public, directly supporting the America's Great Outdoors and the First Lady's "Let's Move" Initiatives.

National Scenic and Historic Trails (NSHTs) administered by the Forest Service, include the Pacific Crest National Scenic Trail, Continental Divide National Scenic Trail, Florida National Scenic Trail, Nez Perce (Nee Mee Poo) National Historic Trail, Arizona National Scenic Trails, Pacific Northwest National Scenic Trail, and portions of 15 others, such as the Appalachian National Scenic Trail. This administration is accomplished in coordination with other Federal public land agencies (see the Special Exhibit on NSHTs for further details.)

Trails programs are delivered through the two activities, "Improvement" and "Maintenance" as defined by the Federal Accounting Standards Advisory Board (GPO # 041-001-00462-9). The maintenance and improvement of system trails ensures trails are accessible, adequately designed, safe, and environmentally responsible as described below:

Maintain Trails - This activity includes the maintenance and operation of system trails and trail bridges. Maintenance activities include the actions necessary to preserve or restore a trail to its originally intended condition in order to provide acceptable service and achieve the expected trail lifespan. Work includes clearing encroaching vegetation and fallen trees and the repair, preventive maintenance, and replacement of trail signs, tread and surfacing, water drainage, trail bridges, and other trail structures. Trail maintenance also provides trail accessibility and promotes ecosystem health by protecting soil, vegetation, and water quality.

Improve Trails - Provides for the planning and design, new construction, alteration and expansion of system trails, trail bridges, and trail structures, such as barriers, culverts, fencing, and wildlife viewing platforms.

The Trails program supports U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Trails program primarily supports the Forest Service strategic goal to deliver benefits to the public, such as through connecting citizens to the land and strengthening communities. The maintenance and management of trails also helps sustain our Nation's forests and grasslands by minimizing trail user impacts on watersheds and other natural and cultural resources. Trails also contribute to community safety, as NFS trails are used by fire and other emergency personnel for wildfire suppression or other emergency response efforts.

Allocation and Integration

Funding is allocated based on the existing miles of NFS trails, regional capability, and management of National Scenic and Historic Trails. In addition to maintaining a base-level ability to maintain trails in all of the national forests and grasslands, a portion of the Trails funding creates jobs for youth and others in rural areas by leveraging resources. Projects that leverage the most non-Federal dollars and create the most jobs are high priorities. Trail maintenance and improvement is also funded by Capital Improvement and Maintenance, Deferred Maintenance and Infrastructure Improvement, Integrated Resource Restoration, and some permanent appropriations.

Deferred Maintenance and Infrastructure Improvement

Budget Line Item	Deferred Maintenance and Infrastructure Improvement				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Deferred Maintenance and Infrastructure Improvement					
Annual Appropriations	\$3,150	\$3,150	\$3,150	0	0%
<b>Deferred Maintenance and Infrastructure Improvement Total</b>	<b>3,150</b>	<b>3,150</b>	<b>3,150</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	1	1	1	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes \$3,150,000 for Deferred Maintenance and Infrastructure Improvement, the same level as the FY 2016 Enacted Budget.

In FY 2017, we will make strategic investments in critical infrastructure essential to ensure the health and safety of the public, our employees, and the Nation’s natural resources; improve public access to significant sites; maintain assets which contribute to local jobs and economies; and work to address our maintenance backlog. Potential benefits of the Deferred Maintenance and Infrastructure Improvement program include increased visitor access by reconstructing trails and facilities within our national monuments; economic benefits to surrounding communities associated with continued and increased visitation at major sites; maintaining and upgrading utilities to serve the public at our visitor centers; protecting our natural resources from contamination; protecting and rehabilitating critical watersheds; and cost savings by decommissioning dams and other underused facilities. The agency can realize annual savings by avoiding future costs such as utility payments, maintenance and repair, and other operational savings.

As an agency which manages a large, diverse, and geographically widespread portfolio of facilities, we have a long list of deferred maintenance projects, infrastructure improvement needs, and demolitions planned. In FY 2017, we will emphasize project priorities developed in FY 2016 by continuing to identify and prioritize projects for coming fiscal years. Throughout FY 2016 and FY 2017 we will complete a more comprehensive and thorough inventory of the backlog to identify projects that serve large population centers and provide economic benefits for the communities.

Projects we will focus in FY 2017 include the following:

Blanchard Springs Caverns on the Ozark-Saint Francis National Forest

Blanchard Springs Caverns (BSC) is the premier living cave in the United States. The caverns are one of 25 major visitor centers in the National Forest System receiving more than 60,000 visitors and contributing \$16 million per year in economic benefits to the community. The BSC Visitor Center supports and provides direct access to the Caverns by a 216 foot elevator ride down into the Caverns. The Visitor Center facilities are at least 40 years old and the elevators are approaching 50 years old. A regional assessment identified significant life safety, deferred maintenance, upcoming cyclical replacement needs, and accessibility deficiencies at the caverns. The agency addressed immediate life safety needs and has funded planning and design work to address all needs. The elevator controls, electrical system, and emergency power systems are beyond their expected life and are failing. The systems are highly interconnected and difficult to replace individually. Power quality issues caused by both the utility and the elevator are damaging the HVAC system and the caverns communication systems. Blanchard Springs Caverns Rehabilitation Phases 1-3 will replace the elevator controls, HVAC system, power distribution system, emergency power systems, alarm systems, improve accessibility, and repurpose existing space to better serve current needs of visitors.

#### **Blanchard Springs Caverns**



Visitors enjoying Blanchard Springs Caverns on the Ozark-Saint Francis National Forest.

#### **Chimney Rock National Monument, San Juan National Forest**

Chimney Rock is one of America's newest National Monuments. The monument encompasses 4,726 acres, preserving hundreds of prehistoric sites that dot the landscape around the twin spires known as Chimney Rock and Companion Rock. The site is recognized as an important archaeological resource dating to the Pueblo II era (roughly 900 -1150 A.D.). Over 100 sites and structures have been identified within the Monument boundaries, and many more are believed to exist. Architectural structures include pit houses, great kivas, and great houses. Today Chimney Rock is one of the best recognized archaeoastronomical resources in North America, with alignments with the summer solstice, equinoxes, the northern lunar standstill, and Crab Nebula.

With the designation as a National Monument, Chimney Rock is experiencing a sharp increase in visitation, which has a positive economic impact on the surrounding communities. The Great House trail is steep and crosses the top of a prehistoric site.

This trail needs maintenance and a short portion of re-route to mitigate erosion and to move the trail away from the prehistoric site. This work will be accomplished by the Youth Conservation Corps. The archeological features are experiencing some stone movement, and other erosion and this project will stabilize these critical sites. As a newly designated National Monument, there is a pressing need for an entrance sign and flag pole, common to nearly all National Monuments. Increased visitation is also impacting the two functionally obsolete composting toilets. This project will replace the upper parking lot toilet and the lower visitor area toilet with accessible toilets. Chimney Rock has a mild winter climate which is conducive to winter visitation. With more visitors during the season when tours are not operating, the entrance needs a barrier fence constructed to prevent unauthorized access.

Since the Monument is closed to vehicle access during this time of year due to big game migration, a lower parking area is required. In addition, the current parking area is inadequate to meet the needs of the visiting public during the operating season so it will be expanded. The road to the Chimney Rock sites and the current parking areas need heavy maintenance, which will be completed with this project. The current interpretive signs are faded, out of date, and need to show National Monument status. These signs will be replaced. Other work that needs to be completed includes crack and chip seal current parking lots, replace curb on the accessible trail, and construct an accessible trail near the visitor entrance. With the recent release of the Chimney Rock Management Plan, the San Juan National Forest is expecting to see a sharp increase in visitation to Chimney Rock. The work described is not only beneficial to the visitors, it is necessary to provide for a safe and accessible visitation experience. The Chimney Rock project will enhance visitor access and experience, improve accessibility, and protect the national treasures located there for future generations.





Chimney Rock Great House

### Winona Reservoir Dam Decommission, Daniel Boone National Forest

This project completely removes a 400-linear feet by 42-foot high dam on a perennial blue-line<sup>30</sup> stream. This reservoir and dam was constructed in 1959 as part of an oil extraction operation. The dam is considered high hazard by Federal Emergency Management Agency and the State because failure may result in loss of life to people downstream. The reservoir has limited recreational value and use.

The original main stream channel will be restored along with multiple tributaries. The land area that has been flooded will be returned to its natural condition. This will improve over 1.33 square miles of land in this watershed and at least 12 acres of land directly impacted or flooded by the dam.

Removal of the dam is essential because a dam failure would result in loss of life; loss of property; release of toxics soil containments; and emergency response, repair and mitigation. This project will save money by eliminating \$16,000 annually and \$250,000 of deferred costs spent on condition inspections and reporting requirements; annual mowing, brushing and road maintenance; and deferred costs to fix dam problems.

In addition, this project creates the opportunity to restore up to 100 acres of land while creating stream habitat and restoring natural stream flows; revegetating areas to reduce soil erosion which will benefit aquatic species; and creating foraging habitat for bats, birds, and small mammals.

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<sup>30</sup> Blue-line stream means that a stream appears as a broken or solid blue line (or a purple line) on a USGS topographic map.

**Past Performance**

The Deferred Maintenance and Infrastructure Improvement program supports the entire portfolio of infrastructure assets in helping connect the public to the outdoors by providing safe, environmentally conscious and resilient infrastructure for public access and enjoyment of our National Forest System lands, and for our employees to carry out the agency's mission. This program focuses on existing assets in need of maintenance, repair, or rehabilitation through two major activities - deferred maintenance and infrastructure improvement. Projects achieve the dual objectives of eliminating carried deferred maintenance costs and making improvements to the existing infrastructure which may strategically alter or enhance its function; increase capacity; improve energy efficiency, sustainability, and cost effectiveness; or maintain or improve public service.

We continually assess the use and condition of our assets to determine maintenance or improvement needs, and to ensure that our portfolio is safe for all users. This is done through the mitigation of health and safety threats, reducing the risk of catastrophic infrastructure failure, and ensuring compliance with all necessary physical security and environmental regulations and policies.

Below are two examples of FY 2015 projects and the benefits they provide the public:

Double Lake Recreation Area was built in 1937 by the Civilian Conservation Corps (CCC) and includes family camping units, group camping, picnicking units, a picnic shelter, a beach with swimming area and a concession stand with bathhouse. Located within an hour of Houston, Texas, Double Lake is a popular destination for the area's large Latino population, a typically underserved minority community. The National Forests and Grasslands in Texas (NFGT) have invested \$1.7 million in the Double Lake Recreation Area over the last five years. Projects included the CCC bathhouse, concession/bathhouse building at the day use area, fee station, and wastewater infrastructure. In the latest project, NFGT invested \$423,000 in Deferred Maintenance funds and \$280,000 in Facilities funds for a capital replacement of the sewage system. Previously, the system experienced three spills from the sewage main lift station, all of which were reported to Texas Commission on Environmental Quality. With proper maintenance, this system will be able to serve the recreation needs of this urban community, while ensuring both public safety and the protection of natural resources, for 30 to 50 years into the future.

### **Sewage Station before Renovation**



The sewage station and control panel were in use long beyond their expected service life. They failed repeatedly and needed to be replaced.

### **Sewage Station after Renovation**



The new sewage station saves the NFTG energy and maintenance costs. It includes three-phase sewage pumps which are more efficient and require less maintenance than the old single phase pumps. The new control panel includes an innovative system to automatically monitor and control the pumps, which reports on system failures related to mechanical or power problems, sending alarms and notifications directly to the NFTG offices via text messaging and email.

In FY 2015, the Tongass National Forest used \$259,000 of Deferred Maintenance and Infrastructure Improvement funds to make repairs and improvements to the Petersburg Ranger District Duplex and accompanying garage buildings. The duplex building had previously been rated to be in “poor” condition. This project brought the fire alarm system to current code, repaired roof leaks and repaired and replaced bathroom and kitchen casework and fixtures to remediate water damage and prevent further plumbing failures, eliminating \$172,000 in deferred maintenance. In addition to addressing the deferred maintenance issues and protecting the existing infrastructure from further damage, this project enhanced accessibility of the buildings, updated interior finishes, and installed sustainable electrical and plumbing fixtures which will

conserve energy and reduce ongoing operations and maintenance costs. The duplex is used for both transitional “family” housing and on a short term basis to house private citizens in support of local events, such as the Alaskan Native Grand Camp Meeting held last year in Petersburg.

## **Program Description**

### Program Overview

Through our Deferred Maintenance and Infrastructure Improvement program, we repair and restore key infrastructure assets to ensure the safety of our staff and the public and to protect natural resources. In addition to maintenance, repairs and restoration, we make improvements to our infrastructure to better serve the public, modernize assets, enhance accessibility and improve efficiency and sustainability. Activities include maintenance of recreation developed sites, water-wastewater systems, roads, trails, bridges on roads and trails, fire, administrative, and other facilities, as well as infrastructure capital improvements. Maintenance and Improvement of assets for this program is as described below. These assets have a backlog of over \$5.1 billion dollars in maintenance needs, as of the end of FY 2014. The cost of addressing deferred maintenance varies each year, with fluctuating costs of inputs such as labor and building material.

**Maintain Facilities** - Maintenance is the act of keeping fixed assets in acceptable condition. It includes repairs, preventive maintenance, and replacement of parts and structural components. Maintenance projects funded within this activity have costs exceeding \$250,000 and the work pertains to recreation developed sites (such as campgrounds and day-use sites) and Fire, Administrative and Other (FA&O) facilities. Maintenance excludes operation costs. The maintenance of facilities is essential to reduce energy and water consumption across the agency, and to create a sustainable network of facilities that meet Forest Service needs while reducing their environmental and climate impact.<sup>31</sup>

**Improve Facilities** - Capital improvement projects for FA&O and recreation sites are included in this activity. Capital improvements include construction of new facilities, alteration of existing facilities to change function, and expansion of facilities to change capacity to meet needs that are different from the original intent. Improvements are often required to expand public service capability or recreational opportunities. In many cases, capital improvements eliminate deferred maintenance.<sup>31</sup>

The Deferred Maintenance and Infrastructure Improvement program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. This program also supports the Forest Service strategic goal of delivering benefits to the public through connecting people to the outdoors.

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<sup>31</sup> Forest Service Handbook 6509.11g Chapter 40, 40.5 – Definitions

### Allocation and Integration

Project proposals for this program are submitted by the Regions and selected at the national level by the agency's Asset Management Review Board. Criteria for project selection includes the total amount of deferred maintenance eliminated, and the total critical health and safety needs addressed by the project, particularly in areas heavily used by the public and agency employees. Condition assessment surveys drive management decisions regarding construction, use, maintenance or decommissioning, and disposal of assets.

In addition to Deferred Maintenance and Infrastructure Improvement, other programs and authorities are available to reduce deferred maintenance, including Integrated Resource Restoration; Capital Improvement and Maintenance, Facilities, Roads, and Trails programs; and Permanent Appropriations including the Federal Lands Recreation Enhancement Fund, Roads and Trails for States Fund, and Operations and Maintenance of Quarters Fund. Through the use of these funds, the agency is able to direct additional resources that address the significant backlog of deferred maintenance on the agency's infrastructure.

### Partnerships

The program has leveraged funds through partnerships with non-profit organizations and volunteers. Additional leveraging has been accomplished through concessionaire programs, user maintenance fees, and other partner-based work. These partnerships will continue to be maintained through the Facilities, Roads, and Trails programs.

Legacy Roads and Trails

Budget Line Item	Legacy Roads and Trails				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Legacy Roads and Trails					
Annual Appropriations	\$40,000	\$40,000	\$40,000	0	0%
<b>Legacy Roads and Trails Total</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	88	88	88	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>88</b>	<b>88</b>	<b>88</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Legacy Roads and Trails						
Miles of roads decommissioned	1,490	1,415	1,600	1,299	2,000	2,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$40,000,000 for Legacy Roads and Trails, the same level as the FY 2016 Enacted Budget. This funding is essential to decommissioning, repairing, or upgrading deficient roads and trails to mitigate detrimental impacts to sensitive ecosystems and watersheds. We will prioritize work which supports accelerated restoration projects, timber sales, and watershed protection. The work will focus on ecological restoration and protection and will be completed through our integrated vegetation, forest products, hazardous fuels, and wildlife programs, Timber Sale Purchasers; Stewardship Contracting; and other program and partnership funds. Additionally, we will address maintenance within and around National Monuments and National Recreation Areas to help ensure that the public can safely access and enjoy these iconic places.

The Legacy Roads and Trails program incorporates the lessons learned from the agency’s Integrated Resource Restoration (IRR) pilot and continues to work across landownerships and programs in an integrated fashion to achieve landscape scale outcomes balanced with work in site specific areas to address significant localized impacts to the ecosystem along with support of other important program elements. Through integration with other programs, this budget provides a portion of the integrated funds necessary to move 22 watersheds to an improved condition class, treat 2,900,000 acres to sustain or restore watershed function and resilience, restore or enhance 3,000 miles of stream habitat, and decommission up to 2,000 miles of roads deemed no longer necessary.

## Past Performance

In FY 2015, the agency continued to build on the lessons learned from the IRR pilot to more effectively integrate our efforts, work across landownerships, use the best available science, and increase collaboration with our partners. The primary outcome measure we use as a benchmark for our efforts is the number of watersheds moved to an improved condition class. The annual result is not only reflective of work implemented this year, but represents the culmination of integrated watershed-based work that started with the development of watershed restoration action plans. The Legacy Roads and Trails Program is an important contributor to watershed restoration. As we progress in our experience with the Watershed Condition Framework, we are learning that some watershed plans may need five to ten years to complete all the restoration actions required instead of the three to five years originally envisioned, due to the complexity and/or expense of watershed improvements and the focusing of available resources towards other priorities. Some watersheds simply have a longer list of required actions for their restoration plans which can drive up the time and expense needed. It is also taking longer to complete the National Environmental Policy Act work on some projects—particularly where the watershed work is bundled together with other restoration treatments for the environmental analyses.

Operating a safe and efficiently sized road and trail system, designed and maintained to be minimally impactful on the environment, enables us to sustain our Nation's forests and grasslands and deliver benefits to the public.

The Forest Service is committed to preventing watershed and habitat degradation associated with roads and trails. We are working to reduce the size of our road system, while still providing sufficient access to National Forest System (NFS) lands, and we are working to ensure that our remaining roads, as well as our trails, do not add sediment to streams or block the movement of aquatic organisms through stream crossings. These improvements allow the system to contribute to resilient ecosystems, as they not only provide for aquatic organism passage, but the improved roads and trails are also better able to survive extreme storm events.

### *Sustaining our Nation's Forests and Grasslands*

The Legacy Roads and Trails program supports ecological restoration not only by providing access for watershed restoration projects, but also through the decommissioning or maintenance and reconstruction of the roads and trails themselves. By ensuring a stable surface and a drainage system which functions properly, erosion and concurrent sediment deposit in streams is reduced or eliminated. This work includes removing or replacing stream crossings to allow for aquatic organism passage, reconstruction to implement Best Management Practices to reduce sediment entering streams, and decommissioning unneeded system assets. In FY 2015, we decommissioned 1,299 miles of roads.

### *Delivering Benefits to the Public*

In order to ensure that appropriate access is available, we have been conducting travel analyses on every unit of the Forest Service over the past several years. Travel analysis is the process of identifying the risks and benefits associated with each road. These analyses will help to inform future decisions concerning road maintenance levels, which roads to keep and which to

decommission. As of FY 2015, all Forest Service units completed this analysis. The results of these analyses are now being used to set priorities for work in FY 2016 and FY 2017.

Public and employee safety is the agency's top priority for the National Forest Road System. Both maintenance and reconstruction accomplishments contribute to the safety of our road and trails system, and ensures that it meets applicable safety laws and standards. These activities also contribute to the preservation of the roads and trails, thereby extending the life of the road and protecting the Government's investment.

## **Program Description**

### Program Overview

The Legacy Roads and Trails program, established by Congress in FY 2008, provides for urgently needed road decommissioning, where inaction can lead to water quality issues in streams and water bodies which support threatened and endangered species (TES) or community water systems; removal or replacement of stream crossing structures that are barriers to aquatic organism passage; road and trail repair and maintenance and associated activities in environmentally sensitive areas; and repair and maintenance on roads and trails subject to recent storm damage. These roads and trails have been identified as priority projects due to their immediate impact on water resources and ecosystem function. Operating a safe and efficiently sized road and trail system, designed and maintained to be minimally impactful on the environment, enables us to sustain our Nation's forests and grasslands and deliver benefits to the public. Work accomplished through this program plays an integral part in restoration work carried out by complimentary programs such as Forest Management, Hazardous Fuels, and Vegetation and Watershed Management.

The Legacy Roads and Trails program is delivered through the following activities:

Maintain Passenger Car Roads, Maintain High Clearance and Closed Roads, and Maintain Trails - These activities include the maintenance of the traveled roads and trails; drainage facilities; and structures, including bridges in environmentally sensitive areas. Maintenance is intended to enhance water quality, restore aquatic passage, and protect NFS resources from road-related damage. Maintenance may include substantial reconstruction work.

Decommission Roads - Road decommissioning activities include restoring lands occupied by roads to a more natural state. Roads to be decommissioned include both system roads and unauthorized roads that exist on NFS lands that are adversely affecting TES or community water systems. Decommissioning of roads is normally not an allowable use of appropriations under 23 U.S.C. 205; however, Congress has included language in annual appropriations bills authorizing use of Capital Improvement and Maintenance funds for road decommissioning.

Improve Roads and Improve Trails - These activities include the replacement of bridges or major culverts that are barriers to aquatic organism passage, and road and trail surfacing for erosion protection (where surfacing was not provided under original construction).

This program supports the U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to

climate change, while enhancing our water resources. The agency's strategic plan charts a path to sustaining our Nation's forest and grasslands and delivering benefits to the public and this program's activities are important to fostering ecosystems that are resilient and adaptive, providing abundant clean water, and creating or maintaining economic opportunities and jobs providing socioeconomic benefits to local communities and the Nation. The proposed FY 2017 program of work continues the emphasis on watershed restoration and moving watersheds to an improved condition class.

#### Allocation and Integration

Estimated acreage of impaired watershed in conjunction with the relative amounts of critical resource deferred maintenance on roads and trails are two criteria which are used to allocate program funds. Adjustments may be made between regions based on capability information submitted by the regions and any unexpected storms resulting in critical damage unlikely to be reimbursed by the Federal Highway Administration's Emergency Relief for Federally Owned Roads program.

Roads and trails in NFS lands play an integral part in the rural transportation network. They are operated and maintained to provide safe access for public enjoyment of NFS lands to recreation sites and special areas as well as for resource program activities including terrestrial and aquatic ecosystem management programs such as Forest Products, Hazardous Fuels, Recreation, and Vegetation and Watershed Management. Implementation of completed travel analyses also plays a role in allocations. Integration of resources and efforts across multiple staff program areas, such as recreation, fisheries, and hydrology is essential to successfully managing the road and trail system to ensure the work accomplished meets the environmental needs established under this funding category.

#### Partnerships

The Legacy Roads and Trails program leverages road and trail work with partnership funds and in-kind contributions. Partnerships include volunteers, youth organizations, watershed groups, wildlife and fisheries organizations, Tribes, and private landowners. The program also supports partnership opportunities such as Collaborative Forest Landscape Restoration Program projects, cooperative agreements, and work with States and counties. These partnerships leverage Legacy Roads and Trails program funds to provide connectivity between communities and Federal lands, complete decommissioning and resource restoration work, and to help restore and protect watersheds.

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**Land Acquisition**

<b>Appropriation</b>	<b>Land Acquisition</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Land Acquisition</b>					
Annual Appropriations	\$47,500	\$63,435	\$65,653	\$2,218	3%
<b>Land Acquisition Total</b>	<b>47,500</b>	<b>63,435</b>	<b>65,653</b>	<b>2,218</b>	<b>3%</b>
Annual Appropriation FTEs	54	54	54	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>0</b>	<b>0%</b>
<b>Land Acquisition</b>					
Land Acquisition	47,500	63,435	65,653	2,218	3%

<b>Appropriation</b>	<b>Acquisition of Lands for National Forests Special Acts</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Acquisition of Lands for National Forests Special Acts</b>					
Annual Appropriations	\$950	\$950	\$950	0	0%
<b>Acquisition of Lands for National Forests Special Acts Total</b>	<b>950</b>	<b>950</b>	<b>950</b>	<b>0</b>	<b>0%</b>
Annual Appropriation FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

<b>Appropriation</b>	<b>Acquisition of Lands to Complete Land Exchanges</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Acquisition of Lands to Complete Land Exchanges</b>					
Annual Appropriations	\$216	\$216	\$216	0	0%
<b>Acquisition of Lands to Complete Land Exchanges Total</b>	<b>216</b>	<b>216</b>	<b>216</b>	<b>0</b>	<b>0%</b>
Annual Appropriation FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

**Performance Measure**

**Accomplishment and Targets (1)**

	<b>FY 2013</b>	<b>FY 2014</b>	<b>FY 2015</b>	<b>FY 2015</b>	<b>FY 2016</b>	<b>FY 2017</b>
	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
<b>Land Acquisition (Appropriation)</b>						
Number of acres acquired or donated (Discretionary funds)	62,133	54,230	35,548	17,272	27,823	22,539
Number of acres acquired or donated (Mandatory funds)	0	0	0	0	0	41,699
Priority acres acquired or donated that reduce the conversion of forests, grasslands, and aquatic and riparian ecosystems to incompatible uses in order to improve and maintain ecological conditions for federally listed and candidate species, species of concern and species of interest (Discretionary funds)	20,954	51,644	26,661	11,805	20,868	16,944
Priority acres acquired or donated that reduce the conversion of forests, grasslands, and aquatic and riparian ecosystems to incompatible uses in order to improve and maintain ecological conditions for federally listed and candidate species, species of concern and species of interest (Mandatory funds)	0	0	0	0	0	33,359

**(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.**

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$65,653,000 in discretionary funding for Land Acquisition, an increase of \$2,218,000 from the FY 2016 Enacted Budget. An additional \$62,347,000 of mandatory funding is proposed to be transferred from the Department of the Interior (DOI) for a combined total of \$128,000,000. Acquisitions address public support for the conservation of public lands for enjoyment and use by the public. The amounts requested include the authorized levels for the Departments of the Interior and Agriculture and will focus only on the highest priority acquisitions.

*Land and Water Conservation Fund (LWCF)*

The Administration’s strategic approach to using LWCF acquisition funds includes the request for \$21,728,000 in funds to support the “Collaborative Landscape Planning” (CLP) projects. This interagency program brings the Departments of the Interior and Agriculture together with local stakeholders to identify large natural areas where LWCF funds can achieve the most important shared conservation goals in the highest priority landscapes. Funds are targeted to landscapes where the agencies can collaboratively respond to locally supported planning efforts to stabilize at risk ecosystems and protect critical ecosystems before fragmentation occurs.

Conserving large-scale landscapes provides multiple resource and economic benefits to the public. These projects improve recreational opportunities and access, reduce wildfire risk, protect habitat for at-risk and game species, protect drinking water, enable more effective land management, and create jobs on and off our national forests and grasslands. All proposed land acquisition projects will reduce expenditures associated with a wide variety of land management activities, including boundary management. Protecting contiguous landscapes also improves access for fire suppression while expanding public access to diverse recreational resources on public land not previously available to the public.

Fiscal year 2017 marks the fifth year for the CLP initiative. The Forest Service with its partner agencies has seen tremendous on the ground benefits as a result of significant, sustained investment in several critical landscapes. In FY 2017, after a rigorous merit-based evaluation process, the Forest Service and DOI jointly identified seven high priority landscapes to focus funding: Hawaii's Islands Forests at Risk ; the northern Rockies High Divide; Rivers of the Chesapeake; the National Trails System; Florida-Georgia Longleaf Pine; Southern Blue Ridge; and Pathways to the Pacific.

Following a significant investment in FY 2016, the Forest Service proposes a second large pulse of investment in the High Divide collaborative which seeks to protect animal and fish migration corridors that link Yellowstone National Park from its border in Idaho to the Frank Church Wilderness in Montana, and provides public access to Federal lands in those States. High Divide counties rely on outdoor recreation opportunities for local resident and more than 3.8 million annual visitors support a \$320.1 million recreation tourism local economy. Together, the two years of investments (FY 2016 and proposed FY 2017) will stabilize and achieve the Forest Service's existing recreation, working land and wildlife objectives for this landscape.

The Forest Service recommends its largest investment to date for the Pacific Crest National Scenic Trail as part of the National Trails Collaborative. Together with funding provided in FY 2016, these investments will make significant strides towards protecting critical sections of the trail in California that benefit thousands of recreational day hikers and through hikers alike, while protecting important habitats.

Since 2013, acquisitions for the Florida-Georgia Longleaf Pine initiative have helped solidify the connection between the Osceola National Forest in Florida and the Okefenokee National Wildlife Refuge in Georgia, protecting the headwaters of the Suwannee and St. Mary's Rivers and greatly improving outcomes for wildfire management and suppression. The proposed FY 2017 acquisition will complete the current land acquisition component of the Osceola's historic longleaf pine restoration efforts.

New to the CLP in FY 2017, the Southern Blue Ridge collaborative seeks to protect the unique biodiversity of the Blue Ridge Mountains, running from Virginia to Georgia, while expanding access to Federal land for hunting and fishing, and improving trail access, including connections to the Appalachian Trail. The Forest Service is proposing a significant first investment that will target multiple tracts focused on watershed protection, increasing public access and enhancing recreational opportunities. In the George Washington and Jefferson National Forests in Virginia, projects in both the Blue Ridge region of the Forest and the region that drains into the Chesapeake Bay will support water quality; the Cherokee National Forest in Tennessee seeks to complete an 850 acre acquisition that will bridge 137,000 acres of public land; and the Pisgah National Forest in North Carolina will protect mountain streams for fish habitat and improve access for fishing.

Also new to the CLP discretionary list is a sustaining investment to acquire key tracts in the Columbia River Gorge National Scenic Area as part of the Pathways to the Pacific CLP. The Columbia River is the largest North American river flowing to the Pacific Ocean and drains large

portions of Oregon and Washington. Once a stronghold for salmon and steelhead, the CLP focuses on stabilizing imperiled species and advancing recreation and tourism goals of the local communities.

### *Core Forest Service Acquisitions*

The request includes \$27,975,000 for core Forest Service acquisitions which are focused on acquiring the highest priority lands that advance agency goals for improving recreational opportunities of all kinds, restoring resilient ecosystems, and increased hunter/angler access. Often, acquisition of a single parcel can provide significant large-scale benefits by fixing an access problem, or connecting key linkages so that watersheds and ecosystems remain intact. Preventing incompatible development can greatly enhance the effectiveness of management on surrounding public lands. These tracts can also be the key to significantly increasing the availability of existing Federal lands to the public. Core acquisitions in the Greater Yellowstone project in Wyoming complement the High Divide collaborative by acquiring important parcels in Wild and Scenic River corridors. Acquisitions on the Superior National Forest in Minnesota consolidate inholdings adjacent to the Boundary Waters Canoe Area Wilderness protecting existing trails.

The National Panel that evaluates projects for acquisition places special emphasis on a handful of small core projects that provide access or fix access problems. An example is the Carson Mining Claims project in Colorado which would protect legal access to one mile of the Colorado Trail and Continental Divide Trail and two miles of motorized access along the Continental Divide, by acquiring a handful of mining claims, narrow strips of land that if blocked, can shut down access to huge areas. The Chugach National Forest seeks to protect part of the Iditarod National Historic Trail which would also permanently secure public access to over 1,000 acres of public land. The White Mountain National Forest has an opportunity to secure access to thousands of acres of public land where currently there is no access with a relatively small acquisition of 815 acres. This acquisition greatly expands access for hunting and fish, as well as popular hiking and snowmobile trails.

### *Recreational Access/ Critical Inholdings*

Land acquisition funds are used to secure access for the American public to their Federal lands. Agencies use funding to meet public recreation access needs by working with willing landowners to secure rights-of-way, easements or fee simple lands that provide public access or consolidate Federal ownership so that the public has large, intact areas to hike, hunt and fish. While collectively, over 90 percent of line-item land acquisition funding supports projects that will provide public access, the Forest Service sets aside a separate line item, totaling \$4.7 million in FY 2017—for acquiring recreational access parcels that secure or improve access, both motorized and non-motorized, to important recreation resources such as hunting and fishing opportunities, hiking and climbing routes, and snowmobile and Off-Road Vehicle trails. The Forest Service recognizes the critical need to improve access to areas that have high demand for hunting, fishing and other types of recreation. An example is the Zeke's Meadow project on the Beaverhead-Deerlodge National Forest in Montana. The Forest used recreational access funds for phase one of an 800 acre acquisition in an area popular for elk hunting, 15 miles of trail into

the Sapphire Wilderness Study Area and access to trout stream for fishing on Moose Meadow Creek.

Similarly, the agency uses critical inholding funds to acquire smaller tracts to prevent incompatible development in areas with special or congressional designations such as Wilderness, or to prevent development from cutting off access or harming critical habitats. In FY 2017, the Forest Service will use \$2 million to address critical inholding needs. While some of the projects are modest in acreage, they have large impacts. For example, in 2015 the Forest Service acquired a 33-acre inholding in the Chattahoochee-Oconee National Forest that ensured permanent public access.

#### Acquisition of Lands for National Forests Special Acts; and Acquisition of Lands to Complete Land Exchanges

The request includes \$950,000 for acquisitions authorized under National Forests Special Acts. These funds will be used to acquire lands necessary to protect watersheds, minimize soil erosion, and rehabilitate specified National Forests in Nevada, Utah, California, and Arkansas. The request includes \$216,000 for Acquisition of Lands to Complete Land Exchanges.

#### **Past Performance**

The Forest Service acquires inholdings, large and small, to consolidate fragmented lands in order to connect important landscapes and habitats, and provide recreational access for the public. In FY 2015, we completed a total of 52 projects with willing landowners, including 38 purchases and 14 donations. While the total value of lands purchased value nearly \$42 million the Forest Service spent less than \$700,000 in administrative costs to acquire all lands, purchased or donated, and leveraged nearly \$3 million in landowner contributions and \$1.3 million in donated land value from partner contributions. These combined projects added more than 17,000 acres to the National Forest System (NFS), greatly expanding public access to outdoor recreation. Our projected target for FY 2015 is significant lower than the actual target for FY 2015 because of many factors, such as the current market, the timing of collaboration efforts with partnerships of potential land being donated or purchased, or if a seller decides not to sell. More than 96 percent of the acres acquired in FY 2015 are available for recreation use.

The majority of the acquisition projects meet multiple goals and all of the acquisitions respond to stakeholder priorities. For example, the Forest Service recently completed an historic acquisition on the Carson National Forest in New Mexico. The Miranda Canyon acquisition protected 5,000 acres that include the headwaters of the Rio Grande River and the entire Miranda watershed. The acquisition was in direct response to the local Taos County Commission's interest in protecting the land from residential development planned for the site that threatened drinking water for the Taos Pueblo and other residents. With support from the Forest Service and the New Mexico Congressional delegation, the Trust for Public Land purchased the land, and held it until the Forest Service could complete purchasing the tract over four years. The Carson National Forest is a popular recreation destination for people coming from Taos, Santa Fe, and Albuquerque. The Miranda Canyon acquisition will open new areas to the public and connect trails for mountain biking and cross country skiing, and protect five miles of the Old Spanish Trail that connected California and New Mexico in the 1800s.

## Program Description

### Program Overview

The Land Acquisition program achieves many complementary objectives. Reducing fragmented lands and connecting important lands, waters, and access within NFS is essential for the creation of resilient landscapes and communities facing a changing climate. Acquisitions are prioritized based on their ecological and social benefits such as recreational access, tourism, and economic support of gateway communities as well as support from local community groups, elected officials, and other governmental agencies. Acquired lands support Forest Service goals for restoration, recreation and access, habitat for wildlife, including threatened and endangered species, and water quality and quantity protection. The Forest Service is also working to reduce management costs by consolidating and connecting important areas within its orders. Fragmented development within forest boundaries can complicate fire suppression, insect, and disease challenges, which increases management costs to both the agency and neighboring communities. Fragmented ownership can also disrupt historic access when new owners shut down roads that previous owners kept open. Forest Service land acquisitions have broad support by stakeholders at the local level due to their potential to decrease management costs and barriers and attract more visitors who want to recreate in a safe, accessible environment.

Land acquisition is just one land adjustment tool the agency has to promote the long-term health and sustainability of the national forests and grasslands. The program is delivered through the following activities:

Land Acquisition Management – This activity covers expenses to complete land acquisitions and donations, including costs associated with employing technical expertise, and due diligence work such as title search, appraisals, land acquisition surveys, and legal document preparation. Acquisition management funds also cover administrative costs associated with high-priority land exchanges when the land to be acquired meets LWCF criteria.

Land Purchase – Funds pay for the costs of purchasing lands.

Cash Equalization – This activity provides for a cash payment needed to equalize values in a land exchange when the value of the non-Federal land exceeds the value of the Federal land, up to 25 percent of the Federal land value.

Acquisition of Lands for National Forests, Special Acts – These funds are used to acquire lands necessary to protect watersheds, minimize soil erosion, and rehabilitate specified national forests in Nevada, Utah, California, and Arkansas.

Acquisition of Lands to Complete Land Exchanges – This program provides for the acquisition of lands with funds collected from the exchange or sale of the NFS lands with State, county, or municipal governments, public school authorities, or other non-Federal parties, allowed under various authorities.

Land Acquisition supports the U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to

climate change, while enhancing our water resources. Land Acquisition program supports the Forest Service strategic goal of sustaining our Nation's forests and grasslands through the fostering of healthy ecosystems, mitigation of wildfire risk, and conservation of open space. Additionally, we achieve Forest Service goals of delivering benefits to the public, such as providing abundant clean water and strengthening communities. Also, through donations, U.S. acquires properties, which provide for access to existing public lands, and which directly contribute to the goals and objectives of the 2015-2020 Forest Service Strategic Plan.

### Allocation and Integration

Core land acquisition projects funded through LWCF are selected using a two-stage process. First, Forest Service regions review and rank projects according to the Strategic Land Acquisition Rating System SLARS. Top regional projects are submitted to agency headquarters, where they compete nationally against other projects proposed by other Forest Service regions. Criteria tie the selection process to the LWCF Act, and the agency's Strategic Plan goals and objectives are used to identify and prioritize acquisitions to maximize public benefit. Congressionally approved project funds are allocated to the benefiting regions as soon as all parties are ready to close on the sale of the property. Acquisitions may be funded through other means such as Sisk Act funds or revenue raised through sales or exchanges. Information about the SLARS and the national criteria are available on the Forest Service Web site at <http://www.fs.fed.us/land/staff/LWCF/index.shtml>. The processes used to identify and recommend funding for the Collaborative Forest Landscape Restoration Program (CFLRP) are described elsewhere in this section.

Acquisition management funding is allocated to the regions using criteria based on workload, including prior year accomplishments and new current fiscal year funded projects. Cash equalization funds are accessed at the time an individual land exchange is ready to close.

### Partnerships

Forest Service land acquisition has been a partnership based program for over 30 years. Our work with partners on important conservation acquisitions funded by the LWCF has protected key strategic lands that provide a diversity of benefits to the public. Most partners are non-profit organizations with missions that include protecting public land for public purposes. These partners support agency priorities and when they work with us the Forest Service mission is their mission.

The FY 2017 proposed acquisition list is in many respects a compendium of years of collaboration and on-going dialogue with partners. Partnerships provide more than funding and logistical support for acquisitions. They are essential for communication, learning and innovation, helping us be responsive and deliver results. The land acquisition program relies on partnerships and relationships with local, State, Federal, Tribal, corporate and nongovernmental organizations, and individuals. These partners often work with us on multiple programs such as the CFLRP, watershed protection and restoration, and the Forest Legacy Program.

Key partnerships supporting Forest Service land acquisition projects include the Idaho Coalition of Land Trusts for the High Divide; the Apalachicola Regional Stewardship Alliance and the

Florida Wildlife Federation for the Florida Georgia Longleaf Pine Initiative; and the partnership for the National Trails System for the Pacific Crest National Scenic Trails proposal. Core acquisition projects such as the Swan Valley acquisitions in Montana are supported by the Missoula County Commission and Backcountry Hunters and Anglers. In North Carolina the Forest works with several local land trusts including the Land Trust for Central North Carolina, the Southern Appalachian Highlands Conservancy, and the Foothills Conservancy. Other supporters and partners include The Nature Conservancy, the Wilderness Land Trust, the Teton Regional Land Trust and the Western Rivers Conservancy, the Trust for Public Land, Trout Unlimited, and The Conservation Fund. This list does not capture the totality of national and local partners that help make strategic land protection possible in the national forests and grasslands, but it does show the diversity of relationships the Forest Service has built over time.

Working with numerous partners, the land acquisition program leverages a significant amount of non-Federal funding each year. Funding and other project support from partners for due diligence such as landowner outreach, title work, appraisal, and environmental analysis, can provide 20 to 40 percent of administrative funding each year for projects. Partners can also donate land value when they sell land to the Forest Service, called a “bargain sale.” For example in FY 2015, the Forest Service completed four bargain sale acquisitions on National Forests in Montana. The combined value of these acquisitions was over \$2.3 million. Partners contributed over \$1 million in value toward these acquisitions reducing the Federal cost 45 percent.

### Collaborative Landscape Planning

Land Acquisition in FY 2017 builds on efforts started in FY 2013 to strategically invest in interagency landscape-scale conservation projects while continuing to meet agency-specific programmatic needs. The Department of the Interior and the Forest Service collaborated extensively to develop a process to more effectively coordinate land acquisitions with government and local community partners to achieve the shared conservation goals.

The FY 2017 CLP projects have been evaluated by a Technical Advisory Committee according to merit-based criteria in the following categories:

Process - Ensure proposals are built through Federal agency and local stakeholder collaboration and make efficient use of Federal funding.

Outcomes - Ensure Federal resources are targeted to achieve important biological, recreational, cultural, and socio-economic outcomes.

Urgency - Ensure funding is focused on outcomes that may be lost today if no action is taken or that are particularly achievable today.

Contribution to National Priorities - Ensure local proposals are important contributors to the highest priority national conservation goals.

Investing now in these ecologically important and threatened landscapes will ensure they remain resilient in the face of development pressures and global climate change and are made available to the public in the near term.

**U.S. Forest Service – Land Acquisition  
FY 2017 Land and Water Conservation Fund Prioritized List**

<b>Administrative Funds</b>				<b>Funding Request</b>
Acquisition Management				\$8,500,000
Cash Equalization				\$750,000
<b>Small Parcel Acquisitions</b>				<b>Funding Request</b>
Sportsmen/Recreational Access				\$4,700,000
Critical Inholdings/Wilderness				\$2,000,000
<b>Priority Order</b>	<b>Project Name</b>	<b>State</b>	<b>Unit</b>	<b>Funding Request</b>
1	CLP: High Divide	ID	Sawtooth National Recreation Area	\$2,800,000
2	CLP: High Divide	ID	Caribou-Targhee	\$330,000
3	Greater Yellowstone Area	WY	Bridger-Teton	\$2,850,000
4	Sierra Nevada Checkerboard	CA	El Dorado/Tahoe	\$1,200,000
5	CLP: National Trails	CA	Pacific Crest National Scenic Trail	\$4,905,000
6	Minnesota North woods	MN	Superior	\$3,500,000
7	CLP: Florida/Georgia Longleaf Pine Initiative	FL	Osceola	\$3,850,000
8	Swan Valley	MT	Flathead	\$4,000,000
9	Hoosier Upland Natural Treasures	IN	Hoosier	\$1,600,000
10	Admiralty Island National Monument Cube Cove	AK	Tongass	\$4,000,000
11	CLP: Southern Blue Ridge	VA	George Washington and Jefferson	\$2,280,000
12	CLP: Southern Blue Ridge	TN	Cherokee	\$3,400,000
13	CLP: Southern Blue Ridge	NC	Pisgah	\$1,850,000
14	North Carolina Threatened Treasures	NC	Uwharrie	\$360,000
15	South Carolina Coastal Legacy	SC	Francis Marian	\$1,600,000
16	Pacific Northwest Streams	OR	Rogue River-Siskiyou	\$1,450,000
17	CLP: Chesapeake Bay	VA/WV	George Washington and Jefferson	\$1,000,000
18	Wood Parcel (The Wedge)	CO	Arapaho/Roosevelt	\$500,000
19	Three Mile	OR	Siuslaw	\$390,000

Priority Order	Project Name	State	Unit	Funding Request
20	Upper Ammonoosuc	NH	White Mountain	\$675,000
21	Carson Mining Claims	CO	Rio Grande/Gunnison	\$900,000
22	Historic Portage Pass Trail	AK	Chugach	\$650,000
23	Washington Cascades/Yakima River Watershed	WA	Okanogan-Wenatchee	\$1,500,000
24	Sanhedrin	CA	Mendocino	\$2,800,000
25	CLP: Pathways to the Pacific	WA	Columbia River Gorge National Scenic Area	\$400,000
26	CLP: Pathways to the Pacific	OR	Columbia River Gorge National Scenic Area	\$913,000
<b>Subtotal Discretionary Funding</b>				<b>\$65,653,000</b>
Sportsmen/Recreational Access				\$4,000,000
Critical Inholdings/Wilderness				\$2,000,000
27	Wasatch Watersheds - Bonneville Shoreline Trail	UT	Uinta-Wasatch-Cache	\$3,000,000
28	Swan Valley	MT	Flathead	\$2,000,000
29	Clearwater Blackfoot Project	MT	Lolo	\$5,000,000
30	CLP: National Trails	TN	Appalachian National Scenic Trail	\$1,700,000
31	CLP: National Trails	GA	Appalachian National Scenic Trail	\$450,000
32	Ozark Mountain Streams & Rivers	MO	Mark Twain	\$1,000,000
33	Wisconsin Northwoods	WI	Chequamegon-Nicolet	\$2,700,000
34	Reed Tract	AR	Ouachita	\$1,000,000
35	CLP: Florida/Georgia Longleaf Pine Initiative	FL	Osceola	\$4,000,000
36	Wassen Creek	OR	Siuslaw	\$3,500,000
37	Sanhedrin	CA	Mendocino	\$12,000,000
38	CLP: Southern Blue Ridge	GA	Chattahoochee-Oconee	\$4,400,000
39	CLP: Southern Blue Ridge	NC	Pisgah	\$3,000,000
40	Cube Cove	AK	Tongass	\$10,300,000
41	Appalachian Foothills	OH	Wayne	\$2,297,000
<b>Subtotal Mandatory Funding</b>				<b>\$62,347,000</b>
<b>Total Funding</b>				<b>\$128,000,000</b>

**Other Appropriations**

Range Betterment Fund

<b>Appropriation</b>	<b>Range Betterment Fund</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Range Betterment Fund</b>					
Annual Appropriations	\$2,320	\$2,320	\$2,320	0	0%
<b>Range Betterment Fund Total</b>	<b>2,320</b>	<b>2,320</b>	<b>2,320</b>	<b>0</b>	<b>0%</b>
Annual Appropriation FTEs	6	6	6	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>0</b>	<b>0%</b>

**Performance Measure**

**Accomplishment and Targets (1)**

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Range Betterment Fund</b>						
Number of range structural improvements	339	222	300	219	300	200

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$2,320,000 for Range Betterment, the same level as the FY 2016 Enacted Budget. This funding will allow us to place emphasis on addressing the backlog of structural and non-structural improvements prescribed in grazing allotment National Environmental Policy Act decision documents. These improvements will protect and/or improve water quality, soil conditions, and vegetative health while conserving threatened or endangered plant and animal species. Restoration of ecologically beneficial plant diversity through the treatment of invasive plants will continue to be a priority for non-structural rangeland improvement work. This work, in combination with improvements funded by the Grazing Management budget line item, helps maintain healthy rangelands that deliver economic benefits to rural communities and the Nation. The mix of work will vary from year to year from structural to non-structural improvements.

**Past Performance**

The structures constructed or improved through this program help manage the movement of animals to provide for proper range management and maintain or improve plant health, such as fences and livestock watering facilities. The non-structural rangeland improvement activities, such as noxious weeds and invasive plants treatments and brush control, reduce fire risk on rangelands by limiting plant densities and/or by changing species composition. These activities also are important to maintain water quality and soil health. The mix of activities conducted in

FY 2016 included completing 126 range structural improvements, performing rangeland vegetation improvement work on 157,261 acres, and treating noxious weeds on 3,782 acres. The agency performance more vegetation improvement work in FY 2015—over 25,000 more acres—than in FY 2014 and fewer structural improvement.

## **Program Description**

### Program Overview

The Range Betterment Fund program helps sustain the Nation's forests and grasslands by fostering healthy, resilient rangeland ecosystems. The structures constructed or improved are essential to grazing permittees for effective livestock management. Grazing activities are vital to rural economies with grazing on NFS lands contributing approximately 19,500 jobs and almost \$900 million to the Nation's economy each year. The Federal Land Policy and Management Act of 1976, (43 U.S.C. 1751) P.L. 94-579, as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1751(b) (1) P.L. 95-514, authorizes the Range Betterment program and it authorizes the allocation of one-half of grazing receipts from National Forest System (NFS) lands in the 16 Western States for rangeland rehabilitation, protection, and improvements on the NFS lands from which the receipts were collected. Allocations have historically been at one-half of the receipts level. This program supports all of the same economic activities associated with the Grazing Management program, but at a more limited scale.

The Range Betterment Fund program will support the U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. Additionally, the Range Betterment Fund program also supports the Forest Service strategic goal of delivering benefits to the public through strengthening communities.

### Allocation and Integration

Funds are allocated proportionately to the regions where receipts are collected. Activities performed to improve forage, change vegetative composition, control patterns of use, provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife include, but are not limited to: construction of water developments to aid in livestock distribution, building fences to protect sensitive resources, and treatment projects to alter soil and vegetation conditions on NFS lands. These activities enhance or stabilize vegetative conditions, improve water quality, maintain riparian areas and stream banks while conserving threatened or endangered plant and animal species. Funds may also be used to treat noxious weeds that are present as a result of permitted livestock grazing.

### Partnerships

Grazing permittees are significant and important partners in the implementation of rangeland betterment projects. Program funds are often leveraged with in-kind contributions to enhance livestock management. These partnerships also provide a foundation for involving a variety of special interest organizations such as cattlemen's associations, resource conservation organizations, and land trusts further enhancing opportunities for rangeland betterment.

Gifts, Donations, and Bequests for Forest and Rangeland Research

Appropriation	Gifts, Donations, and Bequests for Forest and Rangeland Research				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Gifts, Donations, and Bequests for Forest and Rangeland Research</b>					
Annual Appropriations	\$45	\$45	\$45	0	0%
<b>Gifts, Donations, and Bequests for Forest and Rangeland Research Total</b>	<b>45</b>	<b>45</b>	<b>45</b>	<b>0</b>	<b>0%</b>
Annual Appropriation FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$45,000 for Gifts, Donations, and Bequest for Research, the same level as the FY 2016 Enacted Budget.

**Past Performance**

In FY 2015, the Forest Service received donations from individuals and businesses for research work units and other organizational sub-units to further their research and development programs. The funds were used to purchase supplies and equipment and to offset travel to training and seminars.

**Program Description**

Program Overview

This special account serves for acceptance of gifts, donations, and bequests for deposit that are used to establish or operate any forest and rangeland research facility. These gifts or donations can be received from outside sources, such as individuals and businesses.

Management of National Forest Lands for Subsistence Uses

Appropriation	Management of National Forest Lands for Subsistence Uses				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Management of National Forest Lands for Subsistence Uses</b>					
Annual Appropriations	\$2,500	\$2,500	\$2,441	-\$59	-2%
<b>Management of National Forest Lands for Subsistence Uses Total</b>	<b>2,500</b>	<b>2,500</b>	<b>2,441</b>	<b>-59</b>	<b>-2%</b>
Annual Appropriation FTEs	10	10	10	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$2,441,000 for Management of National Forest Lands for Subsistence, a decrease of \$59,000 from the FY 2016 Enacted Budget. With this proposed funding, the Forest Service will continue to meet its responsibilities under the 1980 Alaska National Interest Lands Conservation Act (ANILCA) and provide vital employment in isolated rural communities where opportunities are severely limited. The proposed funding level will also enable the Forest Service to continue to fund approximately 40 seasonal employees that collect fish and wildlife population data. The data is used to inform the establishment of annual harvest levels and is essential for keeping fish and wildlife populations strong.

**Past Performance**

The Management of National Forest Lands for Subsistence Uses Program plays a vital role in sustaining the health of rural Alaskan communities by ensuring healthy fish and wildlife populations are available to provide a reliable food supply for residents, and maintaining vital employment in remote reaches where opportunities are limited.

To ensure the program is supporting rural communities, the Forest Service has implemented a number of critical monitoring and management actions. Activities associated with this work were accomplished using both Management of National Forest Lands for Subsistence Uses funds and other National Forest System funds that complement the objectives of this program. In FY 2015, the Forest Service completed 18 regular-cycle management analyses to determine current population and appropriate harvest levels for fish and wildlife species, and to determine appropriate management actions to provide for subsistence uses on the national forests in Alaska. The Forest Service also analyzed and implemented 21 special actions to address immediate conservation and subsistence use issues.

Together with the Department of the Interior, the Forest Service also continued to expand consultation on all facets of the Federal subsistence program, including annual rulemaking, with all Alaska Tribes and Native Corporations in order to comply with presidential and secretarial

policy direction and to be respectful of the current and historical role of native Alaskans in managing for their customary and traditional subsistence uses.

In FY 2015, the agency oversaw 11 salmon stock assessments, one comprehensive assessment for the eulachon (a small anadromous fish), and four population surveys for subsistence-harvested wildlife species. Most monitoring was implemented through contracts and agreements, which supported about 40 local jobs in rural communities with tribal organizations. These assessments continue to be vital to effective management of subsistence uses, while providing for conservation of harvested species.

In FY 2015, Forest Service law enforcement issued nine violations and two warnings specific to subsistence uses. Due to Law Enforcement Officer and Forest Service subsistence program manager efforts in user education, these numbers are significantly down from previous years.

**Program Description**

Program Overview

The Alaska National Interest Lands Conservation Act (ANILCA) (16 U.S.C. 3101) provides rural Alaskan residents a subsistence priority to harvest fish and wildlife on Federal lands over sport and commercial uses. ANILCA authorizes the Secretary of Agriculture to issue regulations relevant to the taking of fish and wildlife on public lands in the State of Alaska. ANILCA envisioned that the State of Alaska would manage for this rural priority, as was the case for 10 years.

However, the statute was found to conflict with the Alaska State Constitution, which prohibits granting subsistence priority to only rural residents. As a result, the Federal government assumed responsibility for subsistence management on Federal public lands in 1990 and expanded its responsibility to Federally-reserved navigable waters in Alaska in 1999.

The Subsistence program is delivered through the following activities:

**Salmon Assessment for Subsistence Management**



On lands managed by the USDA Forest Service (Southeast and South-central Alaska) to date, over \$25 million has been invested to complete 83 projects in the Subsistence Fisheries Resource Monitoring Program. Nearly \$13 million of that total has been direct contracts with Tribal governments to perform this work. At its peak, the Forest Service work supported over 65 jobs in rural Alaska. In 2015, this program supported 40 jobs in rural Alaska communities with chronically high un-employment rates.

Monitoring projects build capacity in Tribal governments to conduct increasingly complicated and labor intensive projects and participate in regulatory decision-making by the State and Federal governments regarding fisheries issues.

In FY 2015, 11 salmon stock assessments (including 4 salmon harvest surveys) were accomplished with the majority of projects directly funding Tribal governments through service contracts.

Regulatory – This activity includes an annual cycle of rule promulgation for harvesting fish and wildlife, in-season actions to address immediate conservation issues, and administration of harvest permits to manage use. The Alaska Regional Forester serves on the inter-agency Federal Subsistence Board, and is delegated to act for the Secretary of Agriculture for all aspects of the Federal interagency program. Federal subsistence hunting and fishing regulations must be reviewed annually to ensure a sustained supply of wild food resources and that a harvest priority is provided for rural residents on Federal lands. Annually, the Forest Service, through the Board, addresses up to 70 proposed changes to existing regulations and responds to more than 3,000 requests for harvest permits.

Information Gathering – This activity includes fish and wildlife monitoring necessary for regulatory purposes and to ensure the conservation of fish and wildlife. Most monitoring is implemented through contracts and agreements, providing local jobs in rural communities with tribal and other local organizations. Collection and analysis of critical information is used to substantiate which regulatory changes should be implemented, and justification for those which cannot be supported. Monitoring information can also lead to emergency actions to curtail harvest in-season, to assure conservation of viable populations.

Law Enforcement and Education – This activity includes enforcement of Federal regulations for the taking of fish and wildlife on 22 million acres, approximately 75 waterways and navigable lakes, and areas of Prince William Sound. It also includes education of subsistence users and others to reduce the need for enforcement action. Enforcement of Federal subsistence hunting and fishing regulations requires protecting the subsistence priority and conserving healthy fish and wildlife populations.

Employment and Capacity Building – The subsistence program provides vital employment in isolated rural communities, many are Tribal communities, where opportunities are severely limited. Local residents are hired to monitor fish and wildlife populations which are essential for adjusting harvest regulations and sustaining fish and wildlife populations. Monitoring projects build capacity in Tribal governments to conduct increasingly complicated and labor intensive projects and participate in regulatory decision-making by the State and Federal governments regarding fish and wildlife issues.

The Management of National Forest Lands for Subsistence supports the U.S. Department of Agriculture Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Management of National Forest Lands for Subsistence also supports the Forest Service strategic goals of delivering benefits to the public, provide abundant clean water, and strengthen communities.

**Wildland Fire Management**

<b>Appropriation</b>	<b>Wildland Fire Management</b>				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>Wildland Fire Management</b>					
Annual Appropriations	\$2,333,298	\$2,386,329	\$2,451,445	\$65,116	3%
<b>Wildland Fire Management Total</b>	<b>2,333,298</b>	<b>2,386,329</b>	<b>2,451,445</b>	<b>65,116</b>	<b>3%</b>
Annual Appropriation FTEs	12,259	12,259	12,259	0	0%
Recovery Act FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>12,259</b>	<b>12,259</b>	<b>12,259</b>	<b>0</b>	<b>0%</b>
<b>Wildland Fire Management</b>					
Preparedness	1,145,840	1,082,620	1,082,620	0	0%
Suppression	708,000	811,000	873,904	62,904	8%
Hazardous Fuels	361,749	375,000	384,126	9,126	2%
Research and Development	19,795	19,795	19,795	0	0%
Joint Fire Science Program	6,914	6,914	0	-6,914	-100%
Forest Health Management - Federal Lands	0	0	0	0	0%
Forest Health Management - Cooperative Lands	0	0	0	0	0%
State Fire Assistance	78,000	78,000	78,000	0	0%
Volunteer Fire Assistance	13,000	13,000	13,000	0	0%

**Wildland Fire Management Overview**

The FY 2017 President’s Budget proposes \$2,451,455,000 for Wildland Fire Management (WFM), an increase of \$65,116,000 from the FY 2016 Enacted Budget. Through WFM programs, the Forest Service protects life, property and natural resources on the 193 million acre National Forest System (NFS) and an additional 20 million acres of adjacent State and private lands through fee or reciprocal protection agreements.

The FY 2017 President’s Budget continues to call for a fundamental change in how wildfire suppression is funded to reduce fire risk, manage landscapes more holistically, and increase resiliency of the Nation’s forests and rangelands and the communities that border them. The cost of fire management has grown from 16 percent of the agency’s budget in 1995 to - for the first time in the agency’s 110-year history - to over 50 percent of the budget in 2015. It is subsuming the agency’s budget and jeopardizing our ability to successfully implement our full mission. The number and severity of fires has grown in recent years as has the frequency of catastrophic fires that risk life and property. At the same time, the wildland-urban interface (WUI) has continued to expand. These factors have contributed to the growing cost of suppression. Since 2000 suppression costs have exceeded amounts provided in annual appropriations every year with only two exceptions, requiring the Forest Service to transfer funds from other programs to cover those costs. The lost momentum of critical restoration programs as fire transfers deplete the budget by up to \$700 million annually is felt across critical programs nationwide and exacerbates the frequency and intensity of fires in subsequent years. Left unchecked, the share of the budget

devoted to fire in 2025 could exceed 67 percent, equating to reductions of nearly \$700 million from non-fire programs compared to today's funding levels. That means that in just 10 years, two out of every three dollars the Forest Service gets from Congress as part of its appropriated budget will be spent on fire programs.

The FY 2017 President's Budget continues to propose a fiscally responsible funding strategy that considers catastrophic wildland fires as disasters, to be funded in part by budget authority provided through a wildfire suppression cap adjustment which is outside the discretionary appropriation of the agency. In FY 2017, the President's Budget continues to propose discretionary funding for wildland fire suppression at a level that provides for suppression of 99 percent of fires within the Forest Service discretionary program, represented by 70 percent of the 10-year average of fire suppression spending. In addition, up to \$864 million would be available under the disaster funding cap adjustment to meet suppression needs above the base appropriation. This strategy provides increased certainty in addressing growing fire suppression funding needs, better safeguards non-suppression programs from transfers that have diminished their effectiveness, and allows us to stabilize and invest in programs that will more effectively restore forested landscapes, treat forests for the increasing effects of climate change, and prepare communities in the WUI for future wildfires. However, while the cap adjustment proposal helps to stabilize the rapidly increasing portion of the Forest Service's budget that is going towards fire suppression, the amount of funding requested for suppression is still tied to the 10-year average, which has been steadily increasing over the last decade and increased again in FY 2017, resulting in the \$63 million increase in Suppression above the FY 2016 Enacted Budget.

The agency has made great progress in its continued focus on risk based decision making when responding to wildfires, and in FY 2017 will continue this important work to better inform decision makers on the risks and tradeoffs associated with wildfire management decisions. In FY 2016 the Forest Service will continue to work with risk practitioners from other Federal agencies to forge the path forward of continuous improvement and learning on how risk management is practiced in wildland fire management to solidify the concept of shared risk, a central tenant of the National Cohesive Wildland Fire Management Strategy, which establishes a shared vision between Federal and non-Federal entities for managing wildland fires.

The WFM program also recognizes the importance of integrating fire as a critical natural process in land and resource management plans and activities, managing wildfire across landownership boundaries, and applying the best available science.

The FY 2017 President's Budget also furthers efforts to focus on hazardous fuels treatments with an increased funding request that will enable us to work in the WUI on the highest priority acres in areas that are identified in community wildfire protection plans or equivalent plans, with hazardous fuels treatments targeted on reducing the risk of catastrophic fire on 1.8 million WUI acres.

Preparedness

Budget Line Item	Preparedness				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Preparedness					
Annual Appropriations	\$1,145,840	\$1,082,620	\$1,082,620	0	0%
<b>Preparedness Total</b>	<b>1,145,840</b>	<b>1,082,620</b>	<b>1,082,620</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	7,180	7,180	7,180	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>7,180</b>	<b>7,180</b>	<b>7,180</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

Performance Measure	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Target	Actual	Target	Target
Preparedness						
Percent change from the 10-year average for the number of wildfires controlled during initial attack.	-0.1%	1.3%	0.2%	-2.4%	0.2%	0.2%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President's Budget proposes \$1,082,620,000 for Preparedness, the same as the FY 2016 Enacted Budget. This funding reflects the full costs of readiness resources and program management. As directed by Congress in the FY 2014 Consolidated Appropriations Act, a detailed table of actual and proposed estimated spending on fire operations, including aviation resources is included as a Special Exhibit.

The Preparedness program ensures agency capability to protect life, property, and natural resources; while responding to wildfires in an appropriate, risk informed, and effective manner consistent with land and resource management objectives. Firefighter and public safety are the primary considerations for all operations. In FY 2017, the agency will continue emphasizing strategies to increase operational efficiency, including:

- predictive services analysis of the potential for strategic deployment of firefighting resources during fire seasons;
- risk-informed, performance-based fire suppression;
- web-based wildfire decision support tools;
- development, enhancement, and integration of technology applications;
- centralized management of aviation assets; and
- modernizing the firefighting airtanker fleet.

**Resource Summary FY 2015 to FY 2017**

Resource	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates
Firefighters (FFTR) – Total is inclusive of categories below	10,000	10,000	10,000
Type I Interagency Hot Shot Crews (20-person)	67 crews 1,340 FFTR	67 crews 1,340 FFTR	67 crews 1,340 FFTR
Other Firefighters	7,940	7,940	7,940
Smoke Jumpers	320	320	320
Prevention Technicians	400	400	400
Engines	900	900	900
Heavy Equipment – Dozers, Tractor Plow Units, Tenders	210	210	210
Helicopters			
Type 1 <sup>1</sup>	34	Up to 34	Up to 34
Type 2	33	33	33
Type 3 <sup>2</sup>	46	46	46
Airtankers			
Legacy Airtankers <sup>3</sup>	6	Up to 6	Up to 6
Next Generation Airtankers <sup>3</sup>	7	Up to 14	Up to 14
Excess US Coast Guard aircraft converted airtankers C-130 H	0	Up to 1	Up to 1
Single Engine Airtankers	1	Up to 1	Up to 1
Scoopers	1	Up to 1	Up to 1

<sup>1</sup> Includes only agency owned/leased or exclusive use contracted assets.

<sup>2</sup> Includes only helicopters whose primary purpose is wildland fire response.

<sup>3</sup> Numbers reflect maximum number of aircraft allowed under the contracts.

The FY 2017 President’s Budget will fund up to 20 airtankers under exclusive use contracts. This includes legacy airtankers and next generation large airtankers. We will also fund one agency-owned C-130H aircraft transferred from the US Coast Guard. The 2014 National Defense Authorization Act (NDAA) transferred seven C-130H aircraft from the U.S. Coast Guard to the Forest Service. These aircraft will initially be transferred to the U.S. Air Force for retrofitting and installation of a retardant delivery system. The agency will also be working in FY 2017 to award a contract to acquire a new large airtanker in compliance with the FY 2015 Appropriations bill. The aircraft could take up to three years to be delivered after the contract is awarded. The Forest Service will exercise a Call When Needed contract or leverage cooperators/partners for additional airtankers, if necessary. The agency will also phase out the legacy airtankers as the next generation large airtankers become available, thereby maintaining 18 to 28 contracted and agency-owned next generation large airtankers as identified in the Large Airtanker Modernization Strategy.

The NDAA provided the U.S. Air Force with \$130 million to retrofit all seven C-130H aircraft and \$5 million per plane for the installation of retardant delivery systems. The Forest Service will pay for operation and maintenance of the C-130Hs within our requested budget by implementing programmatic efficiencies that will decrease our costs and maintain or increase our operational capability. Programmatic efficiencies include implementation of optimized dispatching analysis; streamline of our information technology (IT) investments through the Wildland Fire IT initiative; and decrease programmatic administrative costs by managing aviation assets under national contracts, streamline hiring processes, centralize training opportunities, and share fire leadership positions between administrative units.

## Past Performance

During the 2015 fire season we experienced above average wildfire activity in Alaska, California, the Pacific Northwest, and the Northern Rockies; while the remainder of the country experienced average or below average activity. Several times during August 2015, there were over 27,000 firefighters including State, local, private, and Federal resources supporting wildfire incidents (a record number). For 24 days, from August 13 through September 5 the National Preparedness Level (PL) was 5, the highest level, which means all available ground and air resources were committed to priority fires. Alaska was at PL 5 for 24 days, the Pacific Northwest was at PL 5 for 23 days, Northern California was at this highest preparedness level for more than 26 days, and the Northern Rockies were at PL 5 for 16 days. We mobilized more Type 1 Incident Management Teams (IMTs) – those that manage the most complex incidents - than we have since 2007. There were more large fires where multiple IMT's managed a singular incident since 2008. We also had 5 Area Command assignments, where they oversee the management of multiple complex incidents generally in the same area that are each being handled by other IMTs and 11 National Incident Management Organization (NIMO – special teams for management of complex wildland fire) assignments.

Maintaining this high level of activity required significant financial resources and affected the health and well-being of our firefighters. Regardless of the intensity or severity of the fire season, the Forest Service utilizes a risk-based approach to all wildfires to ensure an appropriate, risk informed, and effective response. We are continuing to improve and enhance our predictive capabilities and decision support tools to enable us to make the best decisions on every wildfire event.

Initial attack success is dependent on several factors including weather, location of the wildfire, values at risk and management objectives. The agency's initial attack success rate – the percent of fires that were suppressed before they reached 300 acres in size – was 95.2 percent in FY 2015, which is 2.45 percentage points higher/lower than the 10-year average.

Wildfire is an essential and natural element of many of the ecosystems within the National Forest System. The Forest Service strives to make decisions that minimize the negative impacts of wildfire to life and property, and ensure the highest level of safety for our firefighters, while restoring wildfire to landscapes as a natural and beneficial change agent when practical. The Forest Service is continuing to analyze better ways to articulate and measure this balance. For example, in FY 2015 we continued to utilize tools within the Wildland Fire Decision Support System (WFDSS) to provide fire managers with the ability to identify, in real time, the likelihood wildfire will affect valuable resources. By focusing on risk, the intersection of threat (fire spread) and values at risk of loss, fire managers assure suppression resources are being employed for the right reasons in the right places, thus improving the agency's ability to demonstrate the value of suppression to the public, Congress and government oversight agencies.

In FY 2015, we continued to implement the 2012 Large Airtanker Modernization Strategy by having up to 16 next generation airtankers (a mix of exclusive use and call-when-needed assets) flying wildfire response operations, including one C-130H that was procured via the 2014 National Defense Authorization Act from the Coast Guard. These next generation airtankers flew a considerable number of missions, which complemented the efforts of our ground-based

firefighters. The expanded capability and increased retardant delivery capacity enabled more effective responses to wildfires.

In late FY 2015, we also executed the Next Generation Airtanker 2.0 contract bringing another 7 airtankers into the fleet, for a total of 13 large airtankers on exclusive use contract. In FY 2015, we also continued the Aerial Firefighting Use and Effectiveness (AFUE) study to determine how next generation airtankers can best work with our other firefighting resources and improve our overall response capabilities. We anticipate preliminary results in late 2016 and will continue implementation of the Large Airtanker Modernization Strategy in FY 2016 and FY 2017.

The Forest Service has established a new wildfire review process where we look at significant fires as they are burning – and evaluate them after the fire season. This process help us learn the impacts of decisions, dig deeper into what happened on these significant fires, and ensure we continue to learn as we face increasingly difficult fire seasons.

## **Program Description**

### Program Overview

Wildland fire is a natural and necessary component of restoring and maintaining most of the ecosystems managed by the Forest Service. Because of climatic shifts and above normal fuel loads, fire seasons are becoming longer and fires are more severe causing, in some cases, extraordinary damage to the landscape. In the West, climate change and other factors have contributed to hotter, drier, and longer fire seasons, on average 60 to 70 days longer than in the prior decade. For example, the seven worst fire seasons since 1960 have occurred since 2000.

The wildland-urban interface (WUI), where there are higher densities of both people and infrastructure, is of particular concern as nearly 65 million acres of WUI are adjacent to or near national forests and grasslands. To protect private investments in the WUI and sustain the natural landscape in the face of climate change, the need for emergency response and qualified personnel to provide that response has increased rapidly over the past few decades.

The Forest Service utilizes the Preparedness program to maintain a fire organization having the capability to ensure timely, appropriate, risk informed, and effective response operations to all wildland fires. The Preparedness program provides for fire management assets that protect National Forest System, other Federal, state, and private lands from damaging wildfires, reducing threats to life and values at risk commensurate with land management objectives in the context laid out in the National Cohesive Wildland Fire Management Strategy (Cohesive Strategy).

Preparedness supports other vital elements of a comprehensive wildland fire management program like planning, prevention, education, development of information technology and decision support systems, training and education, development and advancement of firefighting technology, and organizational learning through program analysis and review. We have developed several initiatives surrounding fire adapted communities practices including the Fire Learning Network, Fire Adapted Communities, Ready Set Go! and the Wildland Fire Assessment Program the Preparedness program helps to support.

A robust Preparedness program is essential to reducing the costs of wildland fire. Forest Service analysis has demonstrated that for every \$1.00 that is reduced in Preparedness funding, we can expect an increase of \$1.70 in Suppression costs. Therefore, it is important we maintain adequate resources through the Preparedness program, or risk substantial increases in firefighting costs and more devastating losses to life, property, and the environment.

Managing wildland fire requires partnerships across the Federal family and across jurisdictional lines. Successful firefighting has evolved into a robust, coordinated, multi-jurisdictional effort. Leveraging the skills of several agencies has increased wildfire firefighting capacity of the nationwide, reduced response times, and increased technological improvements giving us better insights into prevent fires, and improve resource deployment when fires occur. These successful relationships are critical to fire response in the 21st century.

The Preparedness program is a core component of implementing the Cohesive Strategy, which is a national collaborative effort between wildland fire organizations, land managers, and policy-making officials representing Federal, state and local governments, Tribal interests, and nongovernmental organizations. The Cohesive Strategy builds on the successes of the National Fire Plan and other foundational documents and aims to address the Nation's wildland fire challenges holistically across all lands and jurisdictions.

The Cohesive Strategy identifies three key areas that present the greatest challenges and the greatest opportunities for making a positive difference in addressing our national wildfire issues:

- restoring and maintaining fire resilient landscapes,
- creating fire-adapted communities, and
- effectively responding to wildfire.

The Forest Service, along with many partners, has embraced a holistic approach to achieving the Cohesive Strategy's goals of creating resilient landscapes, promoting fire-adapted communities, and ensuring efficient and effective response to wildfires. Recognizing the type of fire we see on the landscape is an outcome of land management actions and inactions and community decisions, the Cohesive Strategy provides a framework to address multiple objectives simultaneously within and among the goals.

The Cohesive Strategy is more than a report, it is a commitment to the doctrine as stakeholders we all share in the responsibility for managing our lands. This national commitment ensures the protection of our nation's natural, Tribal, and cultural resources; and makes our communities safe and resilient for future generations. The Cohesive Strategy provides a framework to address some of our most challenging issues – whether they are fire, invasive species, water supply, threatened and endangered species, community planning, or other land management issues – and recognizes all stakeholders must do their part to be engaged and work collaboratively to address these challenges.

The Preparedness program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Preparedness program also supports the Forest

Service strategic goal of sustaining our Nation's forests and grasslands through the mitigation of wildfire risk.

### Allocation and Integration

Preparedness funds are allocated to regions based on predicted fire activity and anticipated wildfire workloads. The placement and associated funding allocations of specific resources considers logistical and mobilization efficiencies. The agency's overall readiness capability and resource geographical placements have been established through various fire planning and budgeting analyses. However, as the fire season develops and ongoing risk is assessed, national and local resources are repositioned to ensure timely and effective responses. Predictive services and other relevant data sources are used to analyze potential seasonal fire activity to guide strategic placement of resources.

The Forest Service continues its strategy to deploy, assess, and improve our decision support systems to develop our Preparedness budget requirements. A new system is under development, the Wildland Fire Investment Portfolio System (WFIPS), which will help wildland fire managers better understand the complex relationships that exist in managing wildland fire. The WFIPS program will provide an improved capability to simulate fire occurrence at the national scale and to assess the effects of different levels of fuels treatments on fire behavior. It will also provide enhanced firefighting dispatching algorithms to understand how increased or decreased levels of assets can influence fire outcomes for cost and size. This will facilitate better-informed budget development processes and increase the understanding of the influences of critical fire management components on fire outcomes and investment levels. We expect that WFIPS will be operational in early 2017.

### Partnerships

The Preparedness program has numerous partnerships with other Federal agencies and States which include protection agreements, collaborative research efforts, and development of an interagency fire planning and budgeting analysis system. The agency also collaborates with cooperators, including the National Association of State Foresters and the DOI for training, planning, equipment use contracts, and interagency fire coordination centers. In addition, the agency has an agreement with the Department of Defense (DOD) to provide support in fire suppression through the Modular Airborne Firefighting System (MAFFS) program. The DOD provides C-130 aircraft equipped with MAFFS units as surge capacity for aerial firefighting when requested by the Forest Service. MAFFS are portable fire retardant delivery systems that can be inserted into military C-130 aircraft to convert them into large airtankers when needed.

The MAFFS program is a 40-year long joint effort between the Forest Service and the DOD. The Forest Service owns the MAFFS equipment and supplies the retardant, while the DOD provides the C-130 aircraft, pilots, and maintenance and support personnel to fly the missions.

The Forest Service sponsors and participates in interagency training exercises. Municipal, state, and other fire, emergency, and medical professionals are actively recruited for incident training drills. The experience and education provided to the participants strengthens job performance and communication throughout the U.S. emergency response community. .

Within our prevention program we also have extensive partnerships with many groups to deliver core prevention programs, including the Fire Learning Network and Fire Adapted Communities Network of TNC and the Watershed Center, the Ready, Set, Go! program in association with the International Association of Fire Chiefs, and the Wildland Fire Assessment Program with the National Volunteer Fire Council.

Suppression

Budget Line Item	Suppression				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Suppression					
Annual Appropriations	\$708,000	\$811,000	\$873,904	\$62,904	8%
<b>Suppression Total</b>	<b>708,000</b>	<b>811,000</b>	<b>873,904</b>	<b>62,904</b>	<b>8%</b>
Suppression Cap Adjustment	0	0	864,096	864,096	0%
Annual Appropriations FTEs	3,105	3,105	3,105	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>3,105</b>	<b>3,105</b>	<b>3,105</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
<b>Suppression</b>						
Percent of fires not contained in initial attack that exceed a Stratified Cost Index (SCI)	36.4%	32.0%	24.0%	24.8%	24.0%	24.0%
Three-year average percent of fires not contained in initial attack that exceed a Stratified Cost Index (SCI)	27.1%	29.6%	26.0%	29.3%	26.0%	26.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$873,904,000 for Suppression within discretionary limits, an increase of \$62,904,000 from the FY 2016 Enacted Budget, and \$864,096,000 as a budget cap adjustment.

The President’s Budget continues to propose a cap adjustment as a new approach to budgeting for wildland fire suppression. This will minimize the risk of fire transfers and provide greater stability and certainty of funding to other programs that support critical forest and rangeland management needs. A joint analysis between the Departments of Agriculture and the Interior (DOI) found two percent of fires are responsible for 30 percent of suppression costs. The remaining 70 percent of costs are generated by the other 98 percent of fires. Therefore, this request proposes funding 70 percent of the 10-year average for suppression, currently calculated at \$1.248 billion (see Table 1), and within the discretionary spending limits (\$873,904,000). The proposed cap adjustment would fund the remaining 30 percent of the 10-year average as well as any costs accrued above the 10-year average (which are currently funded through fire transfers)

equal to the high end of the 90 percent confidence interval predicted by the outyear forecast<sup>32</sup>. For FY 2017, the total proposed cap adjustment is \$864 million (see Table 2).

As directed by Congress in the FY 2014 Consolidated Appropriations Act, a detailed table of actual and proposed spending on fire operations, including aviation resources, is included as the Special Exhibit, Fire, Preparedness, and Suppression Costs.

**Table 1 – Forest Service Suppression Obligations FY 2006-FY 2015\***

(dollars in thousands)

<b>Fiscal Year</b>	<b>Net Nominal Suppression Obligations</b>	<b>GDP Inflater [2009=1.00]</b>	<b>GDP Deflator [2015=1.00]</b>	<b>Adjusted Obligations [2015=1.00]</b>	<b>Rolling 10-year Average</b>
2006	\$1,280,419	0.9408	0.8528	\$1,501,444	\$956,977
2007	1,149,654	0.9643	0.8741	1,315,253	1,063,229
2008	1,193,073	0.9971	0.9038	1,320,026	1,152,176
2009	702,111	1.0000	0.9065	774,569	1,179,486
2010	578,284	1.0141	0.9192	629,093	1,096,460
2011	1,055,736	1.0351	0.9383	1,125,194	1,118,552
2012	1,436,614	1.0567	0.9578	1,499,833	1,101,514
2013	1,356,535	1.0730	0.9726	1,394,716	1,110,179
2014	1,195,955	1.0893	0.9874	1,211,216	1,140,678
2015	\$1,713,000	1.1032	1.00	\$1,713,000	\$1,248,434

\* *Suppression obligations from FY 2005-FY 2011 have now been adjusted to remove cost pool and exclusive use aviation contract costs that should have been charged to Preparedness. This provides the ability to compare analogous numbers after rebaselining occurred for the obligations for FY 2012 and beyond.*

In Table 1 above, the net nominal suppression obligations are inflated to constant 2015 dollars to calculate the rolling 10-year average. This is accomplished by using the Gross Domestic Product (GDP) inflater and the GDP deflator together to calculate a factor that is then applied to the nominal suppression obligations to adjust them to constant 2015 dollars. The nominal suppression obligations are then divided by the GDP deflator to get the adjusted obligations (i.e., obligations converted to constant 2015 dollars), which are used to calculate the rolling 10-year average. The rolling 10-year average for a particular fiscal year is calculated by adding the adjusted obligations from that fiscal year to the previous nine years and dividing by 10.

<sup>32</sup> Abt, K.L., J.P. Prestemon, and K. Gebert. 2009. "Wildfire suppression cost forecasts for the US Forest Service". Journal of Forestry 107(4):173-178. Note: models have been and are continuously being updated since publication of this article, and only changes that result in improved fit statistics are used for the forecasts.

**Table 2 – FY 2017 Forest Service Suppression Expenditure Forecast and Confidence Interval (CI)**

(dollars in thousands)

	<b>Projected Median total Forest Service expenditure</b>	<b>Projected Lower 90 Percent CI</b>	<b>Projected Upper 90 Percent CI</b>	<b>70% of the 10-year Average</b>	<b>FY 2017 Proposed Cap Adjustment</b>
FY 2017	\$1,173,000	\$604,000	\$1,738,000	\$873,904	\$864,096

Funds within the budget cap adjustment will only be accessible for wildland fire suppression operations if a declaration has been issued by the Secretary of Agriculture that one or more of the following conditions are met:

- a fire has required an emergency Federal response based on significant complexity, severity, or threat posed to human life, property, or resource;
- the fire covers 1,000 acres or more;
- a fire is within 10 miles of a major urban area (defined as 50,000 inhabitants or more); or
- the cumulative costs of wildland fire suppression operations will exceed all of the amounts previously appropriated within 30 days.

Suppression is an “all-lands” program that funds activities to suppress wildland fires on or threatening National Forest System (NFS) lands, other Federal lands, and 20 million acres of non-Federal lands under fire protection agreements. Funding for Suppression enables the agency to respond to unplanned wildland fire incidents which threaten lives, property, and resources. Wildfires continue to become larger and more difficult to suppress due to the effects of a changing climate, persistent drought and hazardous fuels conditions, and the increased size and complexity of housing developments adjacent to the wildland-urban interface (WUI).

Recognizing the costs associated with WUI suppression activities, the Forest Service will continue to aggressively pursue risk management measures including:

- focusing hazardous fuels funding for treatments in the WUI,
- using risk-informed, performance-based suppression strategies,
- clarifying roles and responsibilities in the WUI,
- using appropriate cost-share agreements, and
- deploying decision support tools.

The Forest Service and DOI are committed to restoring the resilience and diversity of fire-adapted ecosystems on the landscape, consistent with public safety needs. The agencies will identify, establish, and maintain necessary governance and risk management protocols that will guide program management and incident response by applying resources to reduce unnecessary risk to firefighter safety and contribute to the long-term resiliency of fire-adapted ecosystems.

The Forest Service will expand efforts to manage wildfires to meet land management objectives. We will make a concerted effort to allow fire to return to the landscape when these fires will improve the health of the forest and when risks to safety and communities make doing so appropriate. Phase III of the National Cohesive Wildland Fire Strategy (Cohesive Strategy) involved the development of models that will better inform decision-makers and allow them to understand the risks and trade-offs associated with wildland fire management decisions more fully.

### **Past Performance**

During the 2015 fire season we experienced above average wildfire activity in Alaska, California, the Pacific Northwest, and the Northern Rockies; while the remainder of the country experienced average or below average activity. Location is the most important variable contributing to significance, severity, and cost of any wildfire. It is important to look beyond national statistics and focus on regional and local data to understand the FY 2015 fire season. Wildfires occurring in California present unique challenges, given the population and infrastructure density. Generally fires that threaten communities or other values at risk are more costly than those in more remote areas. This is particularly the case in California, because every fire occurring there inevitably affects large population centers and requires extensive firefighting resources to manage, translating to disproportionately high suppression costs compared to other areas of the country. In FY 2015 we had eight wildfires in California that cost in excess of \$25 million and one fire that cost nearly \$80 million. There was only one fire in this cost range in other parts of the country in FY 2015. The continued severe drought in California magnified the challenges presented by high fuel loads and dry conditions, so any wildfire that occurred there had the potential to become a catastrophic event. Managing wildfires under these extreme conditions required substantial firefighting resources and full coordination amongst the entire wildland fire community, including our state, local, and private partners.

The Pacific Northwest also experienced above average wildfire activity in FY 2015 and was at Preparedness Levels 4 and 5 (the highest) for a total of 47 days (PL 4 for 24 days and PL 5 for 23 days). There were a total of 56 mobilizations of Type 1, 2 Incident management teams, Area Commands and NIMOs with one or more teams in place for 109 consecutive days from June 12 to September 28. Of the record number of 27,000 firefighters that were active nationally, over 11,000 were on fires in the Pacific Northwest alone. This is the second year in a row that the Northwest experienced extreme fire activity.

The FY 2015 fire season set records for total acres burned - over 10 million across all jurisdictions - as well as the number of firefighters deployed to support response operations - nearly 30,000 - and total expenditures for the Forest Service at \$1.713 Billion. From August 13 through September 5 (24 days) the National Preparedness Level (PL) was 5, the highest level, which means all available ground and air resources were committed to priority fires. Of the Forest Service's nine regions, five reached a regional PL 5 - four of them simultaneously in August.

To help analyze suppression costs on wildfires the agency uses an efficiency measure that compares actual to expected suppression costs via a Stratified Cost Index (SCI). The SCI is a set of predictive models based on historical large fire data from 1995 to 2004. This data set

provides a baseline for comparison. The SCI estimates suppression costs for each fire utilizing several factors associated with suppression costs. In real time, the SCI compares an individual incident's expenditures to historical fires with similar characteristics (including fuel type, slope, elevation, and total housing value), increasing cost awareness and providing a basis for fire incident budgeting. Nationally, the SCI provides data we can evaluate for the entire fire season and trends to compare year-to-year. The percentage of incidents not contained in initial attack that exceeded the SCI in FY 2015 was 24.8 percent—a decrease from 32 percent in FY 2014.<sup>33</sup>

Two of the main factors that may influence wildfire management cost outcomes are long-term ecological conditions and changing climatic conditions, neither of which are currently modelled within SCI. These factors can cause our management strategies to change for fires of similar characteristics that occur in different years since the potential outcomes can be drastically different. SCI is a good indicator of cost alignment with previous similar incidents, but it is not an absolute measure of efficiency, effectiveness, or overall performance. We continue to develop new performance elements and improve the SCI calculation to enable us to more thoroughly analyze how our wildland fire management response decisions affect response outcomes.

In FY 2015, we continued to implement risk management and fiscal accountability initiatives to help ensure that we have appropriate, risk informed, and effective responses to all wildland fires. We also continued refining how large and complex wildfires are managed, focusing on improving risk management protocols and striving to increase incident management efficiency. Wildfire management decisions, including suppression activities, are made with the support of a robust system of checks and balances and in collaboration with affected partners. The final costs of any wildfire are the outcome of these decisions and are commensurate with identified values at risk, public and employee safety.

In FY 2015, NIMO teams, which are composed of our most senior and experienced fire managers, actively engaged national forests and local communities in risk assessment and the development of risk-informed decision-making process. With an emphasis on preparation, pre-season engagements were held throughout the country in the winter and spring. Cooperators, partners and stakeholders were invited to assess the wildfire risk to their communities and take proactive measures in preparation for the upcoming fire season. When the fire season began, fire managers used the latest decision support tools, emerging technology, and localized knowledge to make decisions and measure the probability of success of those decisions to reduce risk while more effectively managing cost. The pre-season engagements led by the NIMO teams served as the basis for interagency risk informed decisions as the fires began to sweep across the west. Serving in a broad capacity from Agency Administrators to Incident Commanders supporting fire operations at the National and Regional level, NIMO teams staffed several complex incidents, and supported units struck by the tragic loss of firefighters. The Forest Service will continue these efforts in FY 2017.

The Forest Service places top priority on sound financial management and accountability in wildfire management programs. We are instituting a new fire review process where we look at

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<sup>33</sup> Further analysis has shown that the figure shown in the FY 2016 Budget Justification for the FY 2014 SCI, 27%, was incorrect.

significant fires as they are burning – and evaluate them after the fire season. This process helps us learn the impacts of our risk based decisions, dig deeper into what happened on these significant incidents; and ensure we continue to learn as we face increasingly difficult fire seasons.

## **Program Description**

### Program Overview

The Suppression program provides the primary source of funding for wildfire response operations. The Forest Service is known for its excellence in emergency response and works in coordination with other Federal agencies, state, Tribal and local government partners to protect life and property against wildfire and other natural disasters. This program also protects the health of our forests and watersheds from the impacts of fires so that forests maintain their capacity to sequester and store carbon, mitigate climate change, and deliver benefits such as clean water, wildlife and fish habitat, and recreation opportunities. The Suppression program helps to restore and maintain resilient landscapes through management of naturally ignited, unplanned wildfires on NFS lands and to accomplish resource management, ecological restoration, and fuels reduction goals where appropriate.

This program provides resources to efficiently respond to wildland fires on or threatening NFS lands and other Federal and non-Federal lands under fire protection agreements through a risk management decision-making framework in the context of the Cohesive Strategy. The program funds firefighter salaries and equipment in direct support of wildfire incidents, aviation asset operations, incident support functions, and wildfire management administration.

We also provide suppression resources to Department of the Interior incidents on a reciprocal non-reimbursement basis. In addition, the Suppression program funds personnel and resources for the following activities:

Attainment of Resource Benefits - Management of naturally ignited, unplanned wildland fires on NFS lands to accomplish resource management, ecological restoration, and fuels reduction goals consistent with the revised guidance for the implementation of the Federal wildland fire policy and land management plan direction.

Burned Area Emergency Response - Post-fire actions on NFS lands to prevent or minimize unacceptable erosion and loss of soil productivity, deterioration of water quality and downstream damage, changes to ecosystem function, establishment of non-native invasive species, and degradation of cultural and natural resources.

Severity - Increasing readiness and response capability when predicted or actual burning conditions are extraordinary or are deemed imminent. This capability is also used during early or extended fire seasons.

Non-Fire Incident Response - Supports the Department of Homeland Security and the Federal Emergency Management Agency through Forest Service participation in the National Response Framework and other activities authorized by the Stafford Act (42 U.S.C. 5121, as amended).

The quality of decision-making on a fire incident determines outcomes of safety, cost, relationships, and environmental effects. All fires are managed in accordance with risk management protocols that emphasize firefighter and public safety and determine the most effective response to protect values at risk and manage NFS lands. The Forest Service utilizes the Wildland Fire Decision Support System (WFDSS) in managing wildfires. This system is structured to provide access to a suite of data and decision support tools and to document fire-management decisions and long-term operational plans when needed. Managers use WFDSS to assess management options with regard to risk and tactical implementation strategies on wildland fires.

### Allocation and Integration

The Forest Service allocates funds from the Suppression account only for active incident response. Wildland fire management is extremely complex and each fire is unique. Each incident is immediately evaluated and an incident risk analysis is completed. Costs for managing the fires will depend on the complexity and duration of the incident.

### Partnerships

The Suppression program is a key component of implementing the Cohesive Strategy. The Cohesive Strategy, developed in FY 2010 - with the final phase completed in April of 2014 - is a national collaborative effort among wildland fire organizations, land managers, and policy-making officials representing Federal, state and local governments, Tribal interests, and nongovernmental organizations that builds on the successes of the National Fire Plan and other foundational documents.

The Cohesive Strategy is broad and national in scope meant to address wildland fire issues across the Nation. Together with partners, the Forest Service identified three key areas that present the greatest challenges and the greatest opportunities for making a positive difference in addressing our national wildfire issues:

- restoring and maintaining fire resilient landscapes,
- creating fire-adapted communities, and
- effectively responding to wildfire.

The wildland firefighting community is an interagency, inter-jurisdictional partnership because wildland fire crosses all boundaries. The Forest Service maintains strong partnerships with other Federal agencies, States, local government entities, and contractors. Mutual-aid response agreements are often at the State level, but may be created at the local level. The Forest Service encourages our wildland firefighters to cross train with State and local forces to be familiar with their communications, equipment, and capabilities if and when a complex multi-party response incident occurs. These local partnerships are essential to ensure protection of life, property, and resources through appropriate, risk informed, and effective operations.

Hazardous Fuels

Budget Line Item	Hazardous Fuels				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Hazardous Fuels					
Annual Appropriations	\$361,749	\$375,000	\$384,126	\$9,126	2%
<b>Hazardous Fuels Total</b>	<b>361,749</b>	<b>375,000</b>	<b>384,126</b>	<b>9,126</b>	<b>2%</b>
Annual Appropriations FTEs	1,818	1,818	1,820	2	0%
<b>Total Full-Time Equivalent (FTEs)</b>	<b>1,818</b>	<b>1,818</b>	<b>1,820</b>	<b>2</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

Performance Measure	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Target	Actual	Target	Target
<b>Hazardous Fuels</b>						
NFS acres of fuels mitigated in the WUI	0	0	0	0	0	1,000,000
Acres of Fuels Mitigated on NFS Lands	0	0	0	0	0	1,300,000
Percent of treated acres identified in Community Wildfire Protection Plans or equivalent plans.	85.4%	77.3%	90.0%	83.3%	80.0%	80.0%
Acres of wildland-urban interface (WUI) high-priority hazardous fuels treated	1,736,927	1,725,077	1,725,000	1,577,188	1,800,000	1,800,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$384,126,000 for Hazardous Fuels, an increase of \$9,126,000 from the FY 2016 Enacted Budget. Funding of this program is a critical part of the Forest Service’s toolbox to reduce the risk of catastrophic wildfires, improve water quantity and quality, and increase carbon sequestration.

With this increase, the Forest Service will treat 1,800,000 acres of the highest priority areas in the wildland-urban interface (WUI). Fuels treatment cost per acre can be up to four times more expensive in the WUI than in non-WUI areas, because most work is done mechanically or by hand crews. In FY 2017, the Forest Service will also continue its partnership with the USDA Natural Resources Conservation Service (NRCS) by selecting additional projects under the Joint Chiefs’ Landscape Restoration Partnership to mitigate fire risk on Federal and non-Federal land. The Forest Service will also continue to focus on the most strategic acres for treatment, which are often the most expensive because they require mechanical treatment or a combination of mechanical treatment and prescribed fire.

In FY 2017, the Forest Service will continue to improve program management effectiveness. We will invest in improved national and regional risk assessment and decision support tools and will replace the Hazardous Fuels Priority Allocation System with an updated risk based approach that identifies areas where the probability of fires is high, expected fire severity is high, and

important values such as homes, communities or water infrastructure are vulnerable in order to more effectively invest resources where there is the greatest expected return on investment. The program investment will also allow us to strengthen partnerships with State forestry agencies and local communities to conduct fuels treatments on adjacent non-Federal lands and prioritize treatments on Federal lands identified in Community Wildfire Protection Plans (CWPPs).

In FY 2017, the Forest Service is improving our performance measures to better reflect desired outcomes. The current acres treated measure reflects work completed, but not a change in landscape conditions. The Forest Service wants to better capture not only where the Forest Service is treating acres, but where are increasing resilience and reducing risk. More meaningful reporting will help us focus on the where the most important work is needed to accomplish these goals. The measures the Forest Service has developed will track where fuels treatments have been completed and also that the implementing unit has certified that the fuels are in the desired conditions. These measures – *Acres of Fuels Mitigated on NFS Lands and NFS acres of fuels mitigated in the WUI* – will be the primary measures we use for setting targets and ensuring accountability in treating hazardous fuels to increase landscape resiliency and reduce fire risk. The Forest Service is transitioning to these measures in FY 2016 and expect them to be fully implemented in FY 2017. For continuity and tracking overall activity, we will continue to track all of the acres treated, but in the future will not use those measures to target our work. These new measures will report lower levels of accomplishments, but the work effort will remain similar. However, the Forest Service will be better capturing the true outcome on the ground.

Projects completed using Hazardous Fuels funds will support the goals of the National Cohesive Wildland Fire Management Strategy (Cohesive Strategy) by focusing on:

- strategically protecting communities (and associated lives, property, and public infrastructure) which are at the highest risk from damaging wildfire;
- providing a safer environment for wildland fire management operations; and
- supporting communities that are working to achieve Firewise standards, have identified acres to be treated in CWPPs or equivalent plans, and have made an investment in implementing local solutions to protect against wildland fire.

This request includes \$38,000,000 to fund nationally competitive projects that reduce the risk to communities and firefighters and increase the resilience of the forests. These funds will be targeted to areas of high risk near communities that are actively working on reducing their local fire risk.

In FY 2017, this program will continue to support the USDA Wood to Energy Initiative and other efforts to stimulate the use of woody biomass – spending up to \$15,000,000 in Hazardous Fuels funds to do so. Under the Wood Innovations Grant Program, the Forest Service will provide technical and financial assistance to projects so their proponents can leverage external funding, secure financing, and successfully compete for Rural Development’s loans and grants. Funding will also support other facets of the Wood to Energy Initiative, including technical and financial assistance to facilitate conversion to wood energy in communities, air quality

improvement through development of better combustion technology, and expanding the use of wood into new markets. Please refer to the Special Exhibit on Biomass and Bioenergy for further details.

### **Past Performance**

In FY 2015, the Hazardous Fuels program treated more than 2.3 million acres on National Forest System lands and adjacent lands both inside and outside the WUI. We targeted the highest priority areas for treatment, focusing on those areas where there are highly valued resources such as communities, where fire potential is high, and where risk can be most effectively mitigated. Assessments of fuel treatment effectiveness show that 88 percent of treatments were effective in changing fire behavior and/or helping to control wildfire in FY 2015. The Hazardous Fuels program helps to protect communities, lives, property, and public infrastructure, and important assets that are at the highest risk for damage from wildfire. The program strives to provide an environment where wildland fire can be managed more safely and effectively, and to create healthy landscapes that help maintain our Nation's natural resource wealth and provide places for the public to visit.

Of the total acreage treated for hazardous fuels in 2015, the Forest Service field-verified that more than 436,000 acres burned by naturally ignited wildfires moved ecosystems toward specific desired conditions for forests and grasslands based on land management objectives identified in Land and Resource Management Plans or other planning documents. We used tools such as satellite imagery and burn severity mapping, as well as site-specific data to assess the effects of each fire. Naturally-ignited fires that benefit ecosystems continue to be an important part of the total Hazardous Fuels program, and the acres treated each year vary with fire season activity. We reported these acres as part of the total Hazardous Fuels program accomplishment in FY 2015, as we have done in previous years. However, in future years these acres will be reported as part of two of our new Forest Service Strategic Plan measures - *the percent of naturally ignited wildfire acres with resource benefits* measure as well as the *risk index*, rather than as part of the fuels accomplishment measures.

In FY 2015, the Forest Service focused on evaluating the risk to communities and monitoring the effectiveness of fuels treatments to ensure we addressed the highest priority acres where risk could be reduced the most. The Hazardous Fuels program began developing and testing new performance measures designed to assess outcome-based results. Four new performance measures are being piloted and tested in 2016, and we expect them to be fully operational in FY 2017. Two of these measures will be focused on accounting for acres of fuels treated, both within the WUI and outside of the WUI, where the result is that acres are in the desired condition as it relates to fuel risk (*Acres Mitigated-WUI and Acres Mitigated-All*). It often takes multiple fuels treatments on the same acre – usually with different methods (mechanical fuels removal and then controlled burning, for example) to bring a landscape back into the desired condition reducing risk so wildfire can play a more natural role. While all of these intermediate treatments are important, we will continue to track them for continuity purposes, and we believe these new measures are a better reflection of where we have achieved desired fuel mitigation outcomes on the landscape.

We will also begin reporting a new performance measure to assess the extent we are using wildfire to produce beneficial outcomes – both ecologically and in terms of risk mitigation. This measure: *Percent of naturally ignited wildfire acres with resource benefits* reflects both the condition of our landscapes, as resilient landscapes should result in more beneficial fire effects, and also our proactive efforts to use wildfire as a management tool. The measure is an indicator of how well agency leadership applies wildfire management and fire ecology principles to achieve desired conditions and leverage advantageous circumstances.

Lastly, we will pilot a new measure, *Wildfire Risk Index*, an index of relative ‘Fire Risk’ based on the likelihood of a large fire negatively impacting highly valued resources. We will establish a national baseline of the index in 2016. Annually, we will re-calculate the index and determine if overall national risk is reduced. Changes that could affect the index include fuel treatments, wildfire, forest management, vegetation growth, increased wildland urban interface, insects and disease, and increased fire-adapted communities. This measure is a way to examine the extent to which our local efforts impact the larger national picture by addressing mitigating fuels in places where risk is high and where risk can be effectively reduced.

In FY 2015, we also expanded partnerships with our Federal, state and private partners to reach across boundaries and address risk on a landscape scale. For example, the Forest Service and NRCS continued the Joint Chiefs’ Landscape Restoration Partnership. In FY 2015, 15 new partnership efforts, along with the 13 projects that were begun in 2014, collaboratively implemented mitigation activities on federal and non-Federal land to reduce wildfire threats to communities and landowners, protect water quality and supply for communities and industry, and improve habitat quality for at-risk or ecosystem surrogate species. For example, in Arkansas, across the Ouachita and Ozark-St. Francis National Forests, in FY 2015 this program resulted in 5,919 acres of hazardous fuels reduction; 36,735 acres of terrestrial habitat restoration; 24,000 acres treated for invasive species with a goal of improving habitat quality for at-risk species; and 6,171 ccf of timber volume sold. Through program investments in FY 2015 for the Joint Chiefs’ effort, over 59,000 acres of National Forest System lands were treated for hazardous fuels reduction, 30,000 acres were treated for invasive species, 102 stream miles of aquatic habitat were improved, 100,820 acres of terrestrial habitat were restored or enhanced, and 40,051 ccf of timber volume were sold.

Because hazardous fuel funding was increased in 2015, we were also able to fund 75 additional projects that were selected in locations where risk of wildfire was high, communities were actively engaged, and in some cases, merchantable volume could also be produced. These projects are focused on reducing fire risk to communities, although most projects are integrated in nature and also result in wildlife, water, and economic stability benefits. For example, on the Klamath National Forest, partnerships with the Karuk tribe, Fire Safe Councils, the Mid-Klamath Watershed Council, Salmon River Restoration Council and NRCS have resulted in numerous implementation-ready projects and treatments on some high priority Federal and private lands, including fuel breaks, thinning, broadcast burning, and improved fire response infrastructure such as water tanks and ingress/egress routes. Implementation of these kinds of innovative projects was accelerated through this funding mechanism.

We also worked closely with communities to identify their priority areas for treating hazardous fuels. Over 80 percent of the acres that we treated in the WUI were identified in areas covered

by a CWPP or an equivalent plan. The Forest Service continues to focus on targeting fuels treatments in those communities that are working to prepare for wildland fire, including by having a CWPP in place. We also work in cooperation with communities at risk to provide assistance and expertise in preparing such plans.

#### *Wood Innovations – Wood Energy and Wood Products*

In FY 2015, State and Private Forestry awarded almost \$9 million in Wood Innovation grants to stimulate widespread use of forest byproducts for renewable energy, wood products, and innovative wood building materials to support management of National Forest System lands and elevated hazardous fuels conditions. These federal funds leveraged \$22 million in partner investments resulting in a total investment of \$31 million.

We also implemented a new model to more efficiently identify and promote wood utilization opportunities across the country by establishing 20 Statewide Wood Energy Teams and five Statewide Wood Utilization Teams. Beyond leveraging significant matching funds and implementing successful projects, this model is proving to be very successful in substantially increasing the number and diversity of organizations across all public and private sectors that are collaborating to promote these critical markets. For example, over the last two years since the California Forest Biomass Working group established a Statewide Wood Energy Team, meeting participation in the working group has increased by 70 percent. The working group has members from government agencies, businesses, non-profits, Tribes, and other organizations that help promote wood utilization opportunities.

Another innovative Forest Service initiative has been actively supporting the introduction of cross laminated timber (CLT) into the domestic marketplace. The Forest Service has assisted companies to assess the feasibility of producing CLT; supported architects, engineers, and developers to learn how to use CLT and helped launch a successful national Tall Wood Building Contest. In September 2015 two winners of that contest we announced: one will be a 10-story condominium in New York City and the other will be a 12-story mixed use building in Portland, Oregon. All of these actions are contributing to a potentially dramatic penetration of CLT as a building material into the domestic commercial building market.

Our continued focus on wood energy and wood products will result in secure, sustainable, renewable energy sources; strong rural economies; and more acres of hazardous fuels treated with less air pollution. Since 2005, this program has awarded over \$54 million to over 200 grant recipients across the country, including small businesses, non-profits, Tribes, and state agencies.

### **Program Description**

#### Program Overview

The Hazardous Fuels program restores forest health and resilience, and reduces wildfire risks. Our Nation's ability to protect its forest and grassland resources is now at risk due to drought, the impacts of climate change, increasingly severe wildfires, and uncharacteristically large outbreaks of insects and disease. Such stresses and disturbances are impacting forests, grasslands, and watersheds on an unprecedented scale, causing millions of dollars in damage and limiting the ability to obtain economically viable products from our forests. By making strategic investments

in fuels treatments we reduce severe effects of wildfire in areas of high risk. Reducing long-term risk requires setting priorities, acceptance of short-term risk, and greater collective investment.

Healthy, resilient landscapes have greater capacity to adapt to and withstand natural disturbances and large scale threats to sustainability, especially under changing and uncertain future environmental conditions such as those created by climate change. Hazardous fuels are treated using a wide range of tools with the goals of reducing the spread, intensity, and severity of wildfire in order to protect values at risk; restoring and maintaining the resilience of natural systems by reducing high fuel loads so that when wildfires do occur their ecological impacts are positive or neutral; and providing strategic opportunities to increase our capability to manage wildfire for resource benefits. In a changing climate, the managed reduction of hazardous fuels is critical to our ability to protect the American public, provide for firefighter safety, and conserve our nation's natural resources.

Many ecosystems are "fire-adapted" and need periodic fire disturbance to be healthy and resilient. The Hazardous Fuels program works to re-introduce fire onto the landscape, to help restore fire's natural ecological role, and to increase opportunities for natural ignitions to achieve resource benefits.

The Hazardous Fuels program helps protect communities (and associated lives, property, and public infrastructure) and important assets at the highest risk from damaging wildfire, provide an environment where wildland fire can be managed more safely and effectively; and create healthy landscapes providing many social, ecological and economic benefits to the American public. The Hazardous Fuels program reduces the quantity of living and dead vegetation in forests, woodlands, shrublands, and grasslands through prescribed burning, mechanical treatments, and other methods to protect communities (and associated lives, property, and public infrastructure) and important assets. The program protects those communities at the highest risk from damaging wildfire; provides an environment where wildland fire can be managed more safely and effectively; and creates healthy landscapes that help maintain our Nation's wealth and provide places for the American public to visit and enjoy nature.

Hazardous fuels are treated using a wide range of tools with the goals of:

- reducing the spread, intensity, and severity of wildfire in order to protect lives and values at risk;
- restoring and maintaining the resilience of natural systems by reducing high fuel loads so that when wildfires do occur their ecological impacts are positive or neutral;
- providing strategic opportunities to increase our capability to manage wildfire for resource benefits; and
- increasing options for safe and efficient wildfire management tactics that reduce the spread and impact of damaging wildfire.

While hazardous fuels projects can emit greenhouse gases, they also mitigate potentially greater quantities of emissions from uncharacteristic wildfire. Whether through prescribed fire or mechanical treatments, hazardous fuels management requires skilled workers, and this serves as an important source of jobs, especially in rural communities.

Fuels treatment effectiveness assessments are completed for every wildfire that starts in or intersects with a fuels treatment area in a way that measures success and evaluates the program. These assessments increase the understanding of the effects of hazardous fuels treatments on fire behavior, fire severity, and fire suppression effectiveness and help direct program improvements that increase success. These assessments have also shown that fuel treatments sufficiently modify fire behavior to prevent loss of private property and provides a safer working environment for fire management personnel. The agency is improving data availability by incorporating spatial data for fuel treatments into the Wildland Fire Management Decision Support System to help support wildfire incidents and inform risk management decisions.

The Hazardous Fuels program is a key component of implementing the Cohesive Strategy and will contribute providing successful outcomes in restoring and maintaining resilient landscapes, creating fire adapted communities, and responding to wildfires by funding projects that restore forest landscape health and reduce wildfire risks to communities. Hazardous fuels reduction is often the most effective way to protect community values, restore forest and grassland health, improve firefighter and public safety, and potentially reduce large fire suppression costs. Hazardous fuels treatments that provide strategic locations for suppression activities can increase our ability to manage wildfires within those boundaries to achieve ecological and risk reduction benefits.

#### *Wood Energy*

The Hazardous Fuels program currently funds biomass grants through the Wood Innovations grant program, formerly known as the “Woody Biomass Utilization Grant” program. Since FY 2005, the Hazardous Fuels program has provided funding to help build capacity for biomass utilization in support of fuels reduction and landscape restoration. These funds are implemented in coordination with USDA Rural Development programs resulting in greater overall investments beyond the Forest Service budget. Using biomass residues from hazardous fuels treatments for renewable energy, instead of burning it in open piles, improves rural economic vitality, increases national energy security, reduces energy costs, and improves air quality. Expanding markets and demand for wood products, such as wood construction materials, can increase the market value for traditionally low-value wood, and in turn can offset hazardous fuels treatment costs.

#### *Collaborative Forest Restoration Program*

The Hazardous Fuels program will provide approximately \$3 million to fund the Collaborative Forest Restoration Program in New Mexico in FY 2017. The Collaborative Forest Restoration Program provides grants to diverse stakeholder groups for projects that develop, demonstrate, and evaluate ecologically sound forest restoration techniques and small diameter utilization projects on Federal, Tribal, state, county, and municipal lands. Projects promote healthy watersheds, reduce the threat of high intensity wildfires, and improve the function of forest

ecosystems. A Federal Advisory Committee evaluates grant proposals and provides funding recommendations to the Forest Service.

The Hazardous Fuels program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The Hazardous Fuels program also supports three Forest Service strategic goals: sustaining our Nation's forests and grasslands by fostering resilient, adaptive ecosystems to mitigate climate change; and mitigating wildfire risk, as well as delivering benefits to the public by providing abundant clean water benefits.

### Allocation and Integration

The Forest Service is developing a national risk assessment to inform our allocations to the field. This quantitative risk assessment calculates and maps the probability of wildfire and the expected intensity of wildfire should it occur. It then examines the expected impact of wildfire on important values at risk, especially residential developments, municipal water supplies, infrastructure, and ecological values. Priority is given to treating fuels where risk is high, where expected fire intensity is high, and where values are at risk. The Forest Service will prioritize investments in hazardous fuels treatment in high risk areas with CWPPs or equivalent plans and where communities have made an investment in mitigating risk.

### Partnerships

In addition to the integrated efforts within the Forest Service, we use our authorities and the Hazardous Fuels program to work with outside partners to address wildland fire threats on other Federal, State, and private lands to:

- conduct fuel treatments on adjacent non-Federal lands,
- partner with local communities in the development of CWPPs,
- coordinate fuels treatment programs with NRCS and the Department of the Interior agencies, and
- conduct treatments on National Forest System lands in cooperation with nongovernmental organizations.

Expanded partnerships and collaborative efforts increase treatment efficiencies and allow the agency to reduce costs, treat additional areas, and reduce the risk to communities. For example, national application of the Good Neighbor Authority will allow States to conduct hazardous fuels treatments on National Forest System land when performing similar activities on adjacent state or private land.

Under the USDA Wood to Energy Initiative, USDA Rural Development, State agencies (e.g., Forestry, Energy, Economic Development), nongovernmental organizations, and the private sector have created partnerships through cooperative agreements funded by the Forest Service to expand wood energy opportunities in participating States. In 2013, USDA entered into a

Memorandum of Understanding with the Biomass Power Association, the Biomass Thermal Energy Council, the Pellet Fuels Institute, and the Alliance for Green Heat to expand wood energy use in the United States.

The budget also funds institutes established in the Southwest Forest Health and Wildfire Prevention Act of 2004 (P.L. 108-317) to enhance our capacity to execute practical science-based forest restoration treatments that will reduce the risk of severe wildfires and improve the health of dry forest and woodland ecosystems in the Interior West.

Research and Development

Budget Line Item	Research and Development				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Research and Development					
Annual Appropriations	\$19,795	\$19,795	\$19,795	0	0%
<b>Research and Development Total</b>	<b>19,795</b>	<b>19,795</b>	<b>19,795</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	105	105	105	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>105</b>	<b>105</b>	<b>105</b>	<b>0</b>	<b>0%</b>

Performance Measure

Accomplishment and Targets (1)

	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Research and Development						
Customer satisfaction index score for R&D	79	79	79	76	79	76

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

FY 2017 Program Changes

The FY 2017 President’s Budget proposes \$19,795,000 for the National Fire Plan Research and Development (R&D) program, the same as the FY 2016 Enacted Budget. The proposed budget will support fire research informing management actions to reduce the negative impacts of wildland fire. Investments will continue to focus on partnerships leveraging Forest Service funding.

Past Performance

Scientists evaluated surface wildland fuels and vegetation composition and structure before and after mechanical and fire-only treatments over eight years across 11 national forests in California. Eight years after treatment, total surface fuel loads returned to 67 to 79 percent and 55 to 103 percent of pretreatment levels following fire-only and mechanical treatments respectively.

Smoke Affects Communities



Forest Service scientists conducted research to gain a better understanding of meteorological conditions near Bend, OR as part of an effort to increase the pace and scale of forest restoration burning while protecting air quality in the nearby communities. To better understand when and how these smoke intrusions occur, scientists deployed a range of monitoring equipment around the region to measure atmospheric conditions. Scientists used a high-resolution smoke model to measure the likelihood of smoke transport into populated areas. They are now refining the approach to reduce the uncertainty in predictions. This will allow for a higher level of confidence when predicting whether smoke from a prescribed burn is transported into communities.

In general, mechanical treatments were found to be more effective. However, results suggest combining mechanical treatments with prescribed fire would be beneficial to maintaining landscape resilience. This information may be used by land managers and practitioners when preparing planning documents for the National Environmental Policy Act process.

Researchers analyzed how different constraints on forest thinning influence opportunities to reduce wildfire risks across the Sierra Nevada Mountains in California. The findings demonstrated mechanical treatments are particularly constrained on the three of the National Forests (NFs) (Modoc NF, Lassen NF, and Plumas NF) that are first in line to revise their management plans, so judicious use of fire will be critical for restoring those landscapes. The researchers developed an application that can be used to identify areas that require mechanical treatment prior to using prescribed fire as well as areas that may be restored using prescribed fire only. Managers can use the tool to identify strategic areas where mechanical treatments could facilitate reintroduction of beneficial fire.

Wildland fire management faces unprecedented challenges in the 21st century caused by the effects of climate change, more people and structures in the wildland-urban interface, growing costs of wildfire management, and more high-impact fires. Given these growing challenges, conventional fire management approaches are unlikely to be effective in the future. Forward-looking approaches are needed.

Forest Service researchers convened a working group of seven leading futurists and two wildfire professionals to develop specific recommendations that can be summarized around five general themes: (1) the level of uncertainty about external developments and future conditions that will set the context for wildland fire management is significantly greater than is currently recognized; (2) traditional fire prevention and suppression approaches will prove unsustainable; (3) recommendations for a new fire resilience approach as an alternative to traditional approaches; (4) all of the major strategies needed to implement this approach are already familiar to wildfire managers; and (5) there are strong short-term barriers to adopting the fire resilience approach, but panelists believe its adoption is nearly inevitable between now and mid-century.

## **Program Description**

### Program Overview

The program conducts research to support management of fire-affected landscapes to sustain forest health, reduce the risk of damaging wildland fires in the context of changing social and physical environments, and ensure public and firefighter safety. It supports vital wildland fire management and research activities for the benefit of land managers, policy makers, and the citizens of the United States. This research provides the foundation for the development and delivery of information, products, and tools to respond to fires safely and effectively, help communities and homeowners mitigate fire risk, restore resilient landscapes, and support integrated, risk-based management.

The National Fire Plan R&D program is managed under a strategic plan outlining five areas: (1) core fire science, (2) ecological and environmental fire science, (3) social fire science, (4) integrated fire and fuels management research, and (5) science application. The goal of National

Fire Plan R&D program is to provide knowledge and tools that managers can use to reduce the negative impacts and to enhance the beneficial effects of fire and fire management for society and the environment. These investments help fire managers, policy makers, and citizens to make scientifically sound wildfire and fuels management decisions; wisely invest fuel and fire expenditures to minimize the negative social, economic, and ecological impacts of fire; avoid environmental damage when dealing with fuel and fire risk problems; and develop effective community programs to speed the adoption of fire-safe construction and landscaping practices.

Overall, the National Fire Plan R&D program has implications for many highly important issues related to forested landscapes, including protection of timber and other natural resources; maintenance of recreation opportunities; protection of communities, people, and wildlife in the wildland-urban interface; creation of resilient landscapes; and climate change mitigation and adaptation. The results of this research help guide suppression efforts, demonstrate and account for the effectiveness of hazardous fuels treatments, inform the allocation of funding for fuels management and restoration, and identify opportunities to utilize biomass from thinning treatments.

#### Allocation and Integration

Wildland Fire Strategic Program Area and Portfolio teams made up of Washington Office staff and research station representatives evaluate and recommend allocations of National Fire Plan R&D funds annually. The teams enhance integration and collaboration across stations on research focused in four major areas, including firefighting, rehabilitation and restoration, hazardous fuels reduction, and community assistance.

#### Partnerships

Partnerships with users and other research organizations are a fundamental component of Forest Service fire research. These partnerships include Federal agencies, a number of national forests, 90 U.S. colleges and universities, 30 nongovernmental organizations, more than 50 State and local governments, industry partners, and international organizations.

Joint Fire Science Program

Budget Line Item	Joint Fire Science Program				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Joint Fire Science Program					
Annual Appropriations	\$6,914	\$6,914	0	-\$6,914	-100%
<b>Joint Fire Science Program Total</b>	<b>6,914</b>	<b>6,914</b>	<b>0</b>	<b>-6,914</b>	<b>-100%</b>
Annual Appropriations FTEs	2	2	0	-2	-100%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>-2</b>	<b>-100%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes zero Wildland Fire Management funding for the Joint Fire Science Program (JFSP), a decrease of \$6,914,000 from the FY 2016 Enacted Budget. However, \$3,000,000 of Forest and Rangeland Research Inventory and Monitoring funds will be used to support fire science research authorized by the Joint Fire Science Program, resulting in an effective decrease of \$3,914,000 when the transfer is taken into account.

The funding supports JFSP collaboration with the Department of the Interior. The program utilizes grants, contracts and cooperative agreements to develop science and technology products for the fire community. The tools developed help to track the effects of vegetation management for hazardous fuels reduction; to support resilient landscapes and communities; and for related work to mitigate wildfire impact on water quality, atmospheric emissions, and other natural resources and ecosystem services.

**Past Performance**

Past fire exclusion practices have contributed to the development of landscapes that are highly susceptible to uncharacteristically severe wildfire. An urgent challenge for land managers today is to reduce fire risk through various strategies, including prescribed burning, without harm to ecological diversity, valued resources or people.

The JFSP supported the development of methods and tools aimed at incorporating the traditional ecological knowledge of indigenous peoples into standard science-based fire management. JFSP-supported researchers are also developing tools that provide a framework for organizing and sharing tribal knowledge with nontribal scientists and managers.

Indigenous knowledge and western science come from such different cultural traditions that blending them is not straightforward. Current partnerships among Tribal leaders, agency Tribal land managers, and other stakeholders promise to move landscapes closer to a resilient condition.

Fire managers do not have easy access to the information needed to assess and communicate the confidence levels associated with fire weather forecasts and thus the fire behavior predictions

that depend on them. JFSP supported researchers produced a set of intuitive, easily understandable model performance assessments that provide users with real-time information about meteorological model uncertainty and overall performance of predictions of fire weather variables used in predictions of fire risk.

The system is web-based and includes: (1) color contour displays of sustained ignition probability at 1-km resolution for the western United States; (2) color contour displays of key meteorological parameter forecasts; and (3) information about confidence in the meteorological forecasts, time-series plots, and statistics that provide model-to-model and model-to-observation comparisons. These products aid decision makers in enhancing the safety of firefighters and the public, positioning resources, making go/no-go decisions on prescribed burns, determining when managed wildfire might be used to meet resource management needs, and determining the local certainty of fire weather forecasts.

## **Program Description**

### Program Overview

The JFSP is an interagency fire research and development partnership between the Department of the Interior and the Department of Agriculture. The JFSP contributes to sound decision-making and project implementation through credible research tailored to the needs of fire and vegetation managers, communities, and wildfire responders. Research projects complement other Federal research programs, such as those carried out by the Forest Service, National Aeronautics and Space Administration, and Department of Defense. Synthesis of research findings and targeted delivery to managers are essential components of the program.

The JFSP supports research, tool development, and science application related to specific emphasis areas defined by Congress. These areas include: (1) fuel inventory and mapping; (2) fuel treatment scheduling and risk assessment; (3) fire effects and fire behavior; monitoring and evaluation; (4) restoration of fire-adapted ecosystems; (5) post-fire stabilization, rehabilitation, and restoration; (6) remote sensing; and (7) developing and integrating research information for local land managers. Land managers use results from JFSP projects to plan and implement fuels treatments, support fire management decisions, restore lands affected by fire, and meet regulatory requirements. More information can be found at <http://www.firescience.gov>.

### Allocation and Integration

Funding priorities and policies are set by the JFSP governing board with representatives from the Department of the Interior and the Forest Service. Proposals are accepted for topics determined annually by the governing board. Allocations are determined by the board following a competitive peer review of submitted proposals. The reviews are conducted by land managers, technical specialists, and scientists, resulting in approximately 20 percent of proposals funded.

### Partnerships

The JFSP is a partnership-based program. The governing board has representatives from the Forest Service and five Department of the Interior agencies. The program office is staffed with personnel from both the DOI and the Forest Service. The JFSP collaborates with other

governmental and nongovernmental entities including more than 90 colleges and universities. In all, the JFSP has engaged with nearly 200 organizations in its research.

State Fire Assistance

Budget Line Item	State Fire Assistance				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
State Fire Assistance					
Annual Appropriations	\$78,000	\$78,000	\$78,000	0	0%
<b>State Fire Assistance Total</b>	<b>78,000</b>	<b>78,000</b>	<b>78,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	49	49	49	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>49</b>	<b>49</b>	<b>49</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
State Fire Assistance						
Communities assisted (number)	3,986	10,141	12,500	16,859	12,500	12,500

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$78,000,000 for the State Fire Assistance (SFA) program, level with the FY 2016 Enacted Budget.

At this funding level, the program will continue to be a critical part of the Forest Service’s toolbox to reduce the risk of wildland fire to communities, residents, property, and firefighters. The efforts of State, local, and private landowners are key to reducing these risks and help to leverage the parallel efforts of Federal wildland fire agencies. SFA helps ensure these important partners have the capacity and tools they need to prepare for, respond to, and mitigate fire risk in the Wildland Urban Interface (WUI) and other critical areas.

The agency will focus on assisting communities to become fire adapted by conducting hazardous fuel mitigation projects, planning and preparing for wildland fire, creating defensible space in and around communities, and obtaining equipment to respond to and mitigate fire. States will report data on an annual basis to document accomplishments in these focus areas. Additionally, program reviews will be conducted on an annual, rotating basis among Forest Service regions to determine program effectiveness.

To ensure funds are focused on the highest priority projects, the agency will continue to issue program direction encouraging states to focus program funds on areas and communities that are working to become fire adapted, as contemplated in the National Cohesive Wildland Fire Management Strategy. A portion of funding will continue to be allocated for competitive projects that help create more Fire Adapted Communities through the completion of community

wildfire protection plans (CWPPs) and hazardous fuel reduction projects. Competitive projects are selected through a rigorous application process managed by the State Foresters in consultation with the Forest Service. Proposed projects are screened by an expert panel and ranked prior to final project selections.

The SFA program supports the USDA Strategic Goal 2 to ensure our national forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The SFA program also supports the Forest Service strategic goal to sustain our nation's forests and grasslands through the mitigation of wildfire risk.

### Past Performance

In FY 2015, the SFA program focused on mitigating the risk of wildland fire in communities, particularly those communities taking an active role in preparing and planning for wildland fire. In the West, 84 percent of the WUI is yet undeveloped; however, since 1990, 60 percent of new homes nationwide in the United States were built in the WUI.<sup>34</sup> The Forest Service works proactively with these communities to help them become more fire adapted and resilient in order to lessen the impacts of wildland fire. This proactive approach is integral to reducing suppression costs and to ultimately restoring wildlands to functionality and fire-resiliency. In FY 2015 the SFA program provided \$5.2 million of funding to support 2,998 risk assessments and fire management planning projects in 2,293 communities.

Another key component of mitigating risk, especially in the rapidly-developing WUI, is prioritizing and treating hazardous fuels at the landscape scale. For example, research shows that the \$300,000 spent on mitigation work prior to the Waldo Fire in Colorado helped to avoid over \$77 million in losses from the fire.<sup>35</sup> The SFA program provides Federal assistance in treating fuels on state and private lands, which make up most of the WUI. In FY 2015, SFA provided \$15.9 million for hazardous fuels treatments in the WUI, directly paying for the treatment of 148,020 acres of hazardous fuels and leveraging treatment of another 126,368 acres with in-kind partner support. These projects lowered risk in 1,534 communities. In addition, over 10,160 SFA prevention and education programs conducted in FY 2015 benefitted 8,440 communities.

In FY 2015, SFA also focused on preparedness of state and local firefighting resources, to enable them to effectively address all hazard events, as well as respond to wildland fire situations, including those on Federal lands. Close to 65 million acres of WUI are adjacent to or near National Forest System lands and local firefighters are often the first on the scene of a wildland fire. In FY 2015, the SFA program supported over \$15.9 million in preparedness activities and \$12.4 million in suppression operations. In addition, SFA funded the training of 127,186 firefighters and invested nearly \$6 million in the purchase, maintenance, and rehabilitation of needed firefighting equipment for state agencies. In total, SFA assisted 16,849 communities in FY 2015.

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<sup>34</sup> Headwaters Economics. *Reducing Wildfire Risks to Communities; Solutions for Controlling the Pace, Scale and Pattern of Future Development in the Wildland-Urban Interface*. Fall 2014. <http://headwaterseconomics.org/wphw/wp-content/uploads/paper-reducing-wildfire-risk.pdf>.

<sup>35</sup> Quarles, Leschak, Cowger, Worley, Brown and Iskowitz. *Lessons Learned from Waldo Canyon: Fire Adapted Communities Mitigation Assessment Team Findings*. 2013. <http://www.fireadapted.org/~media/Fire%20Adapted/Images/News%20Images/Waldo-Canyon-Rpt-FINAL-shrunk%203.pdf>.

The Forest Service FY 2015 Fire-Adapted Communities program, a component of the Cohesive Strategy designed to reduce risks in WUI areas, also received significant support through SFA funding. Examples of these national level partnerships and agreements include:

- support of the International Association of Fire Chief's Ready, Set, Go! programs with 1,500 fire departments in 48 States, [www.wildlandfiresg.org](http://www.wildlandfiresg.org);
- support of The Nature Conservancy's and the Watershed Center's Fire Adapted Communities Learning Network with 17 hubs nationwide built upon multi-jurisdictional collaboration at the local level, <http://facnetwork.org>;
- support of The Nature Conservancy Fire Learning Network, a coalition of hundreds of partners in 30 landscapes across the country, covering more than 66 million acres. These partners work together in regional collaborative networks, and work locally to promote the resiliency and restoration of fire-adapted ecosystems across the country.
- support of the National Fire Protection Association's Firewise program with 1,028 recognized Firewise Communities, [www.Firewise.org](http://www.Firewise.org) ;
- the wildfire prevention campaign with the Ad Council;
- the fire adapted communities public awareness campaign with the Ad Council, <http://fireadapted.adcouncil.org>;
- expanding partnerships with national, state, and local organizations and non-governmental organizations that leverage funding and support for fire-adapted communities, including the Institute for Business and Home Safety and a growing number of insurance companies;
- development of the Wildland Fire Assessment Program training through the National Volunteer Fire Association to help volunteer fire departments in the WUI areas conduct needed assessments.

The partners involved in these efforts work through their own organizations and collectively to accelerate the adoption and utilization of the best practices for helping communities become more fire adapted. One example of the compounding power of partnerships is the new Fire Department Learning Exchange which developed in 2015. This is a partnership between the International Association of Fire Chiefs, Fire Adapted Communities Learning Network, and the Forest Service to mentor fire departments on best management practices for fire adaptation implementation on the ground. The first two fire departments involved in this exchange include Austin, Texas and Boise, Idaho and two initial exchange visits have taken place between the departments.

There have been initial Fire Department Learning Exchange visits between the Boise Fire Department in Idaho and the Austin Fire Department in Texas. These exchanges have resulted in learning regarding prescribed fire and fuels reduction efforts, public outreach strategies, evacuation planning, wildland urban interface codes and regulations, and how to improve outreach and education initiatives. Specifically, the Boise Fire Department was inspired by the Austin Fire Department Wildfire Division approach and the Boise Fire Department is now to planning to use prescribed burning in targeted areas in the near future. In another example,

Austin Fire Department gained a better understanding of alternative fuels reduction practices from the Boise Fire Department, including the utilization of grazing in ecologically sensitive areas where traditional approaches like mechanical fuels reduction or prescribed fire would not be feasible. Austin Fire Department is now hoping to move forward with a local initiative to replicate the program. The fire departments are meeting with other program leaders to refine the model to help other departments to gain from such learning exchanges.

Funding to States through SFA fluctuates from year-to-year depending on the type and costs of the individual projects that the States choose to implement. For example, States with relatively expensive priority projects generally accomplish fewer projects and therefore assist fewer overall communities. States that spread the funds across a larger number of communities to accomplish less expensive priority projects assist a greater total number of communities. The Forest Service strongly encourages States to focus their efforts on the objectives of the Cohesive Strategy: the creation of fire adapted communities, landscape restoration, and wildfire response, while also focusing funds on areas covered by CWPPs or equivalent plans.

## **Program Description**

### Program Overview

The SFA program provides financial assistance through partnership agreements with State Foresters for fire management activities. SFA funds are directed toward helping communities become fire adapted by conducting hazardous fuel mitigation projects, planning and preparing for wildland fire, creating defensible space in and around communities, and obtaining equipment to respond to and mitigate fire. This program maximizes cross-jurisdictional partnerships to help homeowners and communities in fire-prone areas take responsibility for fire protection. Helping communities become more fire adapted reduces the risk and cost of large wildfires. More than 46 million homes in the United States, representing 40 percent of the nation's housing units, are located in fire-prone WUI areas, and this number is expected to climb in coming years. The SFA program's focus on the Fire Adapted Communities approach helps communities take more responsibility for their wildfire risk and implement appropriate actions to address safety of residents, homes, neighborhoods, businesses and infrastructure, forests, parks, open spaces, and other community assets. Creating more fire adapted communities reduces suppression and structural protection costs without compromising firefighter or civilian safety, enabling communities to safely accept fire as a part of the surrounding landscape.

The SFA program funding helps Federal, state, and local agencies implement a pre-fire strategy and delivers a cohesive suppression response to wildfire. This program emphasizes pre-fire planning in the WUI and hazardous fuels mitigation near communities at risk of catastrophic wildfire in order to create communities more adapted to fire. Training funded by SFA, also part of the Fire Adapted Communities strategy, builds capacity to provide effective initial attack response to wildfire. The first responders on almost 75 percent of wildfires are local fire departments or state agencies. Additionally, the SFA program helps increase capacity to assist other Federal, State, and local agencies to provide aid to impacted communities affected by non-fire emergencies such as hurricanes and floods.

### Allocation and Integration

Working with the National Association of State Foresters, the Forest Service developed an allocation methodology that allocates SFA funding to the State Foresters to assist them in improving wildfire response, creating fire adapted communities, and restoring and maintaining landscapes. A base level of funding is provided to the State Foresters to maintain and enhance coordination and communication with Federal agencies, as well as supply needed performance data. Funding allocations take into consideration the number of wildland fires, amount of homes and area within the WUI, treatment cost per acre, and the amount of non-Federal land. The allocation methodology utilizes principles which include having the Cohesive Strategy and Forest Action Plans' goals and priorities shape the selection of variables and data that are utilized in the methodology, using data that is easy to obtain and update, and keeping the methodology as simple and transparent as possible. The methodology does an excellent job of allocating funding to those areas of the nation where the largest need exists for mitigation and suppression efforts based on current wildfire data sources. State Foresters make determinations about how best to direct funding to target the highest priority needs in their State, as suggested in their State Forest Action Plans and through other strategic documents. A percentage of these funds are also used on a competitive basis for hazard mitigation projects.

### Partnerships

The SFA program is delivered through partnerships with States, local agencies, local communities, and other organizations such as Fire Safe Councils and funds are leveraged on at least a 1:1 basis. These groups can then participate actively in protecting their communities from wildland fire and ensuring adequate resources are available for wildland fire response.

Volunteer Fire Assistance

Budget Line Item	Volunteer Fire Assistance				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
Volunteer Fire Assistance					
Annual Appropriations	\$13,000	\$13,000	\$13,000	0	0%
<b>Volunteer Fire Assistance Total</b>	<b>13,000</b>	<b>13,000</b>	<b>13,000</b>	<b>0</b>	<b>0%</b>
Annual Appropriations FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalents (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Target	FY 2015 Actual	FY 2016 Target	FY 2017 Target
Volunteer Fire Assistance						
Volunteer fire departments assisted (number)	4,172	11,018	8,500	9,318	8,500	8,500

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes \$13,000,000 for the Volunteer Fire Assistance (VFA) program, level with the FY 2016 Enacted Budget. Funding of this program is a critical part of the Forest Service’s ability and capacity to reduce the risk of wildland fire to communities, residents, property, and firefighters.

The program will provide matching financial assistance to 8,500 rural communities with less than 10,000 people per community to build and maintain fire suppression capacity by creating new, or strengthening existing, volunteer fire departments. The Forest Service will work with States to help ensure funds are focused on the highest priorities and in areas with communities that are working to become fire adapted. States will also continue to report how program funds were utilized by eligible volunteer fire departments on an annual basis. Additionally, program reviews will be conducted on an annual rotating basis among Forest Service regions to determine program effectiveness.

The VFA program supports the USDA Strategic Goal 2 to ensure our Nation’s forests and private working lands are conserved, restored, and made more resilient to climate change, while enhancing our water resources. The VFA program also supports the Forest Service strategic goal of sustaining our Nation’s forests and grasslands through the mitigation of wildfire risk.

**Past Performance**

Where little or no fire protection is available, the VFA program assists in organizing, training, and equipping communities to provide for their basic protection. There are over 26,000 rural and

predominantly volunteer fire departments nationwide. In recent years, fewer citizens are available or willing to serve in this volunteer capacity and small rural communities often lack the resources to properly equip and train these firefighters. Rural fire departments represent the first line of defense in addressing fires and other emergencies in rural areas and communities and they provide nearly 80 percent of initial attack on wildland fires in the United States – including fires on Federal lands. Without the cooperation of rural fire departments we would be unable to provide the level of fire response needed to keep fires near communities small.

In FY 2015, our investments in VFA were targeted to areas of highest risk and greatest need by States to assist volunteer fire departments. VFA funds were utilized in 9,318 communities to train 22,272 firefighters; expand or organize 20 fire departments; and purchase, rehabilitate and maintain \$8.1 million in equipment. The number of volunteer fire departments assisted fluctuates annually depending on the types and cost of individual projects the States choose to implement. For example, if a State's priority projects are relatively expensive then they accomplish fewer projects and assist fewer overall communities. However, if the State spreads the funds across a larger number of communities to accomplish priority projects that are less expensive, they are able to assist a greater number of communities.

The Forest Service strongly encourages the States to focus their efforts on the objectives of the National Cohesive Wildland Fire Management Strategy: creation of fire-adapted communities, landscape restoration, and wildfire response.

## **Program Description**

### Program Overview

Through the VFA program, the Forest Service provides technical and financial assistance (through the States) to local volunteer fire departments serving communities with a population of 10,000 or less to protect state and private forestlands threatened by wildfire. The VFA program is delivered through the State Foresters and supports local fire preparedness and suppression efforts by providing grants for equipment, training programs, and technical assistance in organizing or expanding volunteer fire departments. More than 1.5 billion acres in the United States are privately owned or owned by state and local governments and basic fire protection on these lands is the responsibility of state and local entities. Loss of human lives, natural resources, crops, homes, facilities, and other rural businesses by fires can displace people, eliminate jobs, and further depress rural communities due to loss of community tax bases. The VFA Program helps to enhance stability of rural areas by reducing these losses.

Volunteer fire departments that protect communities of less than 10,000 inhabitants from wildfire are eligible for this program, and the VFA program assists them in becoming better prepared to respond to wildfire. Local fire agencies are often the first to respond to wildfire, but lack the financial and technical resources to obtain the equipment and training necessary to ensure safe and effective wildfire response. Volunteer fire departments also play a key role in educating their constituents about fire adaptation and the need for mitigation, along with meeting expanded fire protection needs within the wildland-urban interface in the context of the National Cohesive Wildland Fire Management Strategy. Through this education and outreach, local

communities are better prepared to face the challenges of a changing climate, including longer and more severe fire seasons.

Grants are matched dollar-for-dollar by the recipients to maximize the value of Federal investment. Program funding helps Federal, state, and local agencies deliver a uniform and coordinated suppression response to wildfire by training, equipping, and organizing volunteer fire departments. Through this program, the Forest Service provides support that better enables local communities in rural areas to prepare for, mitigate, and respond to natural and human-caused fires prior to the fires spreading to lands managed by other jurisdictions. All of these initiatives work together to create more fire-adapted communities, an important Forest Service effort that will reduce the risk, cost, and impact of wildfires.

#### Allocation and Integration

Working with the National Association of State Foresters, the Forest Service developed an allocation methodology for allocating funds that takes into account the number of volunteer fire departments, state wildland fires, Forest Service wildland fires, and communities with a populations of less than or equal to 10,000.. The allocation methodology utilizes principles which include having the Cohesive Strategy and Forest Action Plan's goals and priorities shape the selection of variables and data that are utilized in the methodology, using data that is easy to obtain and update, and keeping the methodology as simple and transparent as possible. State Foresters determine which volunteer fire departments within their State should receive priority for VFA funding, utilizing their State Forest Action Plans and other strategic documents.

#### Partnerships

The VFA program directly supports local fire suppression initial attack efforts by providing technical assistance grants for training and fire department development. The program supports volunteer fire programs throughout the country in rural areas with populations of less than 10,000 people.

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**FLAME Wildfire Suppression Reserve Fund**

Appropriation	FLAME Wildfire Suppression Reserve Fund				
	(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes	Percent of Program Changes
<b>FLAME Wildfire Suppression Reserve Fund</b>					
Annual Appropriations	\$303,060	\$823,000	0	-\$823,000	-100%
<b>FLAME Wildfire Suppression Reserve Fund Total</b>	<b>303,060</b>	<b>823,000</b>	<b>0</b>	<b>-823,000</b>	<b>-100%</b>
Annual Appropriation FTEs	0	0	0	0	0%
<b>Total Full-Time Equivalent (FTEs)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes no funding for the Federal Land Assistance, Management, and Enhancement (FLAME) Act account, a decrease of \$823,000,000 from the FY 2016 Enacted Budget. The Budget provides Suppression funding equal to 70 percent of the 10-year average, which reflects the level of spending associated with suppressing approximately 99 percent of wildfires. In addition, the Budget includes up to \$864,096,000 to be available under a disaster funding cap adjustment to meet suppression needs above the base appropriation.

**Past Performance**

The Forest Service received authorization and funding in the FLAME account in FY 2015. During the 2015 fire season we experienced above average wildfire activity in California, the Pacific Northwest, and the Northern Rockies while the remainder of the country experienced average or below average activity. The most significant fire activity occurred in August, during which there were several times where nearly 30,000 firefighters were supporting wildfire incidents. We reached the highest preparedness level of 5 nationally for 24 days, which means all available ground and air resources were committed to priority fires. Maintaining this high level of activity required significant financial resources and, as such the Secretary of Agriculture issued a declaration in August that all funds in the FLAME account be transferred due to the imminent exhaustion of funds within the Suppression account.

The Forest Service will issue an annual report that describes the obligations and expenditures of amounts transferred from the FLAME account in FY 2016, as required by the FLAME Act.

**Program Description**

Background

The FLAME Act of 2009 was authorized in P.L. 111-88, as part of the Department of the Interior, Environment, and Related Agencies Appropriations Act, 2010.

Program Overview

The FLAME Wildfire Suppression Reserve Fund is a separate Treasury account and distinct appropriation providing funds to cover fires escaping initial attack (response) that are sufficiently large and complex or when the Suppression account is expected to be completely obligated. It is intended to address the impacts of increasing wildfire suppression costs and their effects on other agency programs. These funds are available to the Secretary of Agriculture to be transferred into the Suppression account.

**Permanent Appropriations**

(dollars in thousands)				
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Brush Disposal				
New Budget Authority	\$9,671	\$9,000	\$9,000	0
Program Level	9,125	9,000	9,000	0
Full-Time Equivalents (FTEs)	73	73	73	0
Hardwood Technology Transfer and Applied Research				
New Budget Authority	0	60	60	0
Program Level	3	46	46	0
Full-Time Equivalents (FTEs)	0	0	0	0
Timber Salvage Sales				
New Budget Authority	38,178	20,000	20,000	0
Program Level	29,626	30,000	30,000	0
Full-Time Equivalents (FTEs)	250	250	250	0
Timber Sales Pipeline Restoration				
New Budget Authority	5,386	5,386	5,386	0
Program Level	4,509	5,000	5,000	0
Full-Time Equivalents (FTEs)	26	26	26	0
Forest Botanical Products				
New Budget Authority	2,120	2,120	2,120	0
Program Level	1,662	2,000	2,000	0
Full-Time Equivalents (FTEs)	19	19	19	0
Stewardship Contracting				
New Budget Authority	13,599	14,000	14,000	0
Program Level	9,256	14,000	16,000	2,000
Full-Time Equivalents (FTEs)	0	0	0	0
Recreation Fees, Forest Service				
New Budget Authority	78,652	66,925	67,925	1,000
Program Level	64,476	64,075	64,075	0
Full-Time Equivalents (FTEs)	533	533	533	0
Timber Purchaser Election Road Construction				
New Budget Authority	2,000	2,000	2,000	0
Program Level	142	1,000	1,000	0
Full-Time Equivalents (FTEs)	0	0	0	0
Operation and Maintenance of Forest Service Quarters				

	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
New Budget Authority	8,606	7,100	7,100	0
Program Level	8,317	8,100	8,100	0
Full-Time Equivalents (FTEs)	23	23	23	0
Roads and Trails for States				
New Budget Authority	-34,620	16,000	17,000	1,000
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0
Land Between the Lakes Management				
New Budget Authority	4,355	4,355	4,355	0
Program Level	3,512	4,200	4,200	0
Full-Time Equivalents (FTEs)	5	5	5	0
Midewin National Tallgrass Prairie Rental Fee				
New Budget Authority	356	600	600	0
Program Level	634	600	600	0
Full-Time Equivalents (FTEs)	0	0	0	0
Midewin National Tallgrass Prairie Restoration				
New Budget Authority	0	0	0	0
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0
Quinault Special Management Area				
New Budget Authority	1	2	2	0
Program Level	10	5	5	0
Full-Time Equivalents (FTEs)	0	0	0	0
Valles Caldera Fund				
New Budget Authority	513	0	0	0
Program Level	105	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0
Restoration of Forest Lands & Improvements				
New Budget Authority	208,907	210,124	210,124	0
Program Level	61,071	99,000	86,000	-13,000
Full-Time Equivalents (FTEs)	134	134	134	0
Commercial Filming and Still Photography Land Use Fee Retention				
New Budget Authority	696	544	544	0
Program Level	404	630	630	0
Full-Time Equivalents (FTEs)	9	9	9	0
Organizational Camps Programs				
New Budget Authority	665	600	600	0

	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
Program Level	469	700	700	0
Full-Time Equivalents (FTEs)	5	5	5	0
Cost Recovery (Administration of Rights-of-Way)				
New Budget Authority	6,627	5,200	5,200	0
Program Level	4,925	4,700	4,700	0
Full-Time Equivalents (FTEs)	40	40	40	0
Licensee Program Smokey Bear				
New Budget Authority	113	113	113	0
Program Level	54	54	54	0
Full-Time Equivalents (FTEs)	0	0	0	0
Licensee Program Woodsy Owl				
New Budget Authority	12	12	12	0
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0
Forest Service Go Green Program (Conservation)				
New Budget Authority	110	110	110	0
Program Level	26	26	26	0
Full-Time Equivalents (FTEs)	0	0	0	0
Conveyance of Administrative Sites				
New Budget Authority	4,011	9,400	0	-9,400
Program Level	3,606	6,000	6,000	0
Full-Time Equivalents (FTEs)	5	5	5	0
Site-Specific Lands Acts				
New Budget Authority	1,140	2,400	0	-2,400
Program Level	4,262	3,900	3,900	0
Full-Time Equivalents (FTEs)	2	2	2	0
Payment to States				
New Budget Authority	340,726	301,159	77,150	-224,009
Program Level	318,326	306,654	77,150	-229,504
Full-Time Equivalents (FTEs)	8	8	8	0
<b>Permanent Funds New Budget Authority</b>	<b>691,824</b>	<b>677,210</b>	<b>443,401</b>	<b>-234,809</b>
<b>Permanent Funds Program Level</b>	<b>524,520</b>	<b>559,690</b>	<b>319,186</b>	<b>-240,504</b>
<b>Permanent Funds Full Time Equivalents (FTEs)</b>	<b>1,132</b>	<b>1,132</b>	<b>1,132</b>	<b>0</b>

Brush Disposal

Budget Line Item	Brush Disposal			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Brush Disposal				
New Budget Authority	\$9,671	\$9,000	\$9,000	0
Program Level	9,125	9,000	9,000	0
Full-Time Equivalents (FTEs)	73	73	73	0

Performance Measure

Accomplishment and Targets (1)

	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
<b>Brush Disposal</b>						
Acres of harvest related woody fuels treated	73,813	63,420	70,000	73,863	70,000	70,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$9,000,000 for the Brush Disposal fund, level with the FY 2016 Enacted Budget. Funding will be used to treat an estimated 70,000 acres of woody debris resulting from timber harvesting on the national forests.

**Past Performance**

The disposal of unmerchantable material upon completion of timber harvest not only reduces hazardous fuel loading, but it is necessary for maintaining, improving forest health conditions. In some instances this treatment facilitates site preparation for tree planting or seed dispersal. In FY 2015, 73,863 acres were treated to remove woody debris associated with timber harvesting on national forests, about 16 percent higher than last year. The ability to dispose of unwanted slash and debris generated by commercial timber sales depends on availability of the units for treatment, weather and fuel conditions, smoke management prescriptions, and geographical location. Brush disposal treatments where prescribed fire is the preferred alternative requires optimal environmental conditions to achieve desired objectives and must follow strict burning parameters and guidelines.

**Authorities**

The Brush Disposal Act of August 11, 1916, as amended (16 U.S.C. 490). This Act authorizes the Secretary of Agriculture to require purchasers of national forest timber to deposit the estimated cost to dispose of brush and other debris resulting from their cutting operations.

**Program Description**Program Overview

This program provides for the disposal of unmerchantable brush and other debris resulting from timber harvest operations. Timber harvest activities create logging slash which, when left untreated, can increase the risk of fire, impair reforestation, and contribute to the buildup of insect populations. Logging slash can be mechanically treated by scattering, chipping, or crushing down with logging equipment and allowed to decay. The treatment selected depends upon the amount of debris generated, as well as the relative fire hazard created. Slash can also be subjected to broadcast burning or collected into piles and burned during non-hazardous weather conditions.

Timber sale operators can perform the required work, or they can request that the agency complete this work by depositing funds to cover these costs. Brush Disposal funding comes from deposits required of timber purchasers and is used only on timber sale areas.

Allocation and Integration

The allocation of Brush Disposal funds responds to each region's assessment of budget authority required to accomplish necessary treatments. These treatments are integrated with hazardous fuel reduction treatments outside timber sale areas to achieve optimal progress toward agency forest health and fire hazard reduction goals.

Hardwood Technology Transfer and Applied Research

Budget Line Item	Hardwood Technology Transfer and Applied Research			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Hardwood Technology Transfer and Applied Research				
New Budget Authority	0	\$60	\$60	0
Program Level	\$3	46	46	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$46,000 for the Hardwood Technology Transfer and Applied Research fund, level with the FY 2016 Enacted Budget. The permit holder in 2013-2014 ceased operations and went out of business. A new permit holder/lessee is being sought for the mill and shop facilities. Funds received from fees will provide for the operation and maintenance of the Wood Education and Resource Center (WERC), which includes an office building, training annex, rough mill, and wood shop.

**Past Performance**

In FY 2015, no fees were collected from lessee rent. Currently, there is no permit holder/lessee for the WERC rough mill. Annual collections for this fund can vary for several reasons, including potential escalating monthly payments built into the special use permit, fee adjustments due to market and business conditions, vacant rental/lease space, and collection challenges. FY 2013 was the last year rent was collected, at a level of \$5,000.

**Authorities**

P.L. 106–113, div. B, §1000(a)(3) [Title III, §332], Nov. 29, 1999, 113 Stat. 1535, 1501A–197. Title 16 – Conservation; Chapter 36 - Forest and Rangeland Renewable Resources Planning, Subchapter II – Research; Sec. 1650 - Hardwood technology transfer and applied research. This Act provides authority for the Wood Education and Resource Center to conduct technology transfer and development, training, dissemination of information, and applied research in the management, processing and utilization of the hardwood forest resource. The Act authorizes the generation of revenue and funds to be deposited into a special fund in the U.S. Treasury, known as the Hardwood Technology Transfer and Applied Research fund, which shall be available until expended, without further appropriation, in furtherance of the purposes stated in the Act including upkeep, management, and operation of the Wood Education and Resource Center and the payment of salaries and expenses.

**Program Description**

The Hardwood Technology Transfer and Applied Research fund allows for funds to be collected from leasing the wood shop and rough mill under a special use permit. The fund is used to pay for utilities, salaries, repairs and maintenance expenses. While the majority of the funds are generated from lessee rent, a portion of the funds may be derived from machine/timeshare rentals for start-up wood businesses and workshop fees.

Timber Salvage Sales

Budget Line Item	Timber Salvage Sales			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Timber Salvage Sales				
New Budget Authority	\$38,178	\$20,000	\$20,000	0
Program Level	29,626	30,000	30,000	0
Full-Time Equivalents (FTEs)	250	250	250	0

Performance Measure

Accomplishment and Targets (1)

	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
Timber Salvage Sales						
Volume of salvage timber sold (million board feet (MMBF))	329	409	300	376	300	300

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$30,000,000 for the Timber Salvage Sales fund, level with the FY 2016 Enacted Budget. The funding will be used to analyze, prepare, and offer new salvage sales while administering salvage timber sales awarded in the recent past. Salvage sale treatments primarily follow recent fire and insect outbreaks. In FY 2017 the Forest Service expects to sell approximately 300 million board feet (MMBF).

**Past Performance**

In FY 2015, the agency sold 376 MMBF from timber salvage sales, slightly less than the FY 2014 total, which included additional salvage volume from the Rim Fire area in California and from natural mortality within the Big Thorne stewardship contract in Alaska.

**Authorities**

The National Forest Management Act of 1976 (16 U.S.C. 472a (h)). This Act authorizes the Secretary of Agriculture to require purchasers of salvage timber to make monetary deposits in a designated Treasury fund to cover the costs for sale preparation and administration, and the engineering design and administration of any needed roads necessary for the harvesting of salvage timber. Funds are available until expended.

## **Program Description**

### Program Overview

Salvage sales permit the timely removal of fire or insect damaged and diseased trees to aid in developing healthy and resilient forest stands. The Timber Salvage Sale program collects revenues from the sale of timber from dead and dying trees to prepare and administer future salvage timber sales, including the provision of engineering support. These revenues are deposited into the Timber Salvage Sale fund and are available to immediately respond to timber salvage opportunities. The removal of fire-damaged, diseased and insect-infested timber through timber sale contracts is a valuable tool to reduce the potential for catastrophic wildland fires and other hazards associated with dead or dying trees. Timely salvage sales also help maximize the recovery of timber product value that would otherwise be lost. Through the collection of Knutson-Vandenberg Act funds, timber salvage sales can also provide for restoration of an affected area.

### Allocation and Integration

Timber Salvage Sale funds are allocated based upon the amount of cash available in regional salvage accounts and the relative need for treatment each fiscal year. In addition to the Timber Salvage Sale fund, timber sales are funded through regular appropriations and other special authorities, including the Timber Sale Pipeline Restoration fund, the Knutson-Vandenberg fund, and the Stewardship Contracting fund. All of these funds may receive a portion of the revenues received from timber sales.

### Partnerships

Effective implementation of this program requires partnership with local timber industries, since timber processing infrastructure located close to the national forests facilitates salvage timber sales. Without this infrastructure, these sales may not be economically viable, and removal of this material not possible.

Timber Sale Pipeline Restoration

Budget Line Item	Timber Sales Pipeline Restoration			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Timber Sales Pipeline Restoration				
New Budget Authority	\$5,386	\$5,386	\$5,386	0
Program Level	4,509	5,000	5,000	0
Full-Time Equivalents (FTEs)	26	26	26	0

Performance Measure	Accomplishment and Targets (1)					
	FY 2013 Actual	FY 2014 Actual	FY 2015 Estimate	FY 2015 Actual	FY 2016 Estimate	FY 2017 Estimate
<b>Timber Sales Pipeline Restoration Fund</b>						
Volume of pipeline timber prepared (million board feet (MMBF))	242	307	242	608	275	400

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$5,000,000 for the Timber Sales Pipeline Restoration fund, level with the FY 2016 Enacted Budget. Specific program funding within this request is as follows:

Timber Sale Pipeline Sale Preparation – The FY 2017 President’s Budget includes funding for the timber sales pipeline preparation. The timber sale pipeline represents the queue of timber being prepared for future sales. Sales being prepared with this funding will contribute approximately 400 million board feet (MMBF) of timber volume sold towards the unified volume sold target displayed under the Forest Products budget line item.

Timber Sale Pipeline Recreation Backlog – The FY 2017 President’s Budget includes funding for the backlog of recreation maintenance projects. Emphasis will be placed on repairs to correct health and safety deficiencies, reductions in the backlog of deferred maintenance at priority recreation sites as identified in forests’ Recreation Facility Analyses, and maintenance of system trails. Specific use of these funds include addressing the backlog of trail maintenance on three national forests in the Southern Region, asbestos removal and an electrical upgrade to the Sylvania day use facilities in the Eastern Region, and the replacement of a historical facility in the Pacific Northwest Region.

**Past Performance**

In FY 2015, 608 MMBF of timber pipeline volume was prepared for offer in future fiscal years. Outputs associated with the recreation backlog projects are combined and reported under the

Capital Improvement and Maintenance, Facilities and Trails programs. Recreation projects included the decommissioning of recreation facilities on multiple national forests in the Southern Region and recreation facilities and trail improvements activities on several national forests in the Eastern Region.

### **Authorities**

Department of the Interior and Related Agencies Appropriations Act of 1996 (P.L. 104-134, Sec. 101 (c), [title III Sec. 327], April 26, 1996, 110 Stat. 1321-206 and 207). The Secretary of Agriculture is authorized to collect and deposit revenues from a specific set of timber sales (i.e., sales released under P.L. 104-19, [title II, Sec. 2001(k)], July 27, 1995) for the purpose of preparing timber sales and addressing the backlog of recreation projects. Revenues from the sale of timber prepared using these funds are also deposited into this fund and are available for preparation of additional timber sales and recreation backlog projects.

### **Program Description**

#### Program Overview

The Timber Sales Pipeline Restoration fund contributes to many land and resource management objectives, such as improving forest health, restoring wildlife habitat, and providing forest products to meet local and national needs. In addition, the fund helps to address health and safety issues in recreation facilities and on system trails, benefiting the recreating public by addressing maintenance issues that may cause harm or otherwise detract from the outdoor experience. These activities are aligned with the agency's integrated watershed improvement goals and ensure forest and grasslands are conserved, restored, and made more resilient to climate change.

The following programs are included in the Fund:

Timber Sale Pipeline Sale Preparation - Seventy-five percent of the Timber Sales Pipeline Restoration funds are used for the preparation of future non-salvage timber sales to restore the timber sales pipeline volume. This activity provides for the National Environmental Policy Act analysis to meet long-term forest health and desired condition objectives, determination of the volume and value of the trees to be removed, and timber sale layout and design necessary for future timber sales. Expenditures may also include the necessary planning and design for the associated timber roads.

Recreation Backlog - Twenty-five percent of the Timber Sales Pipeline Restoration funds are expended on backlog recreation facility projects and system trails. This activity includes maintenance and improvement of recreation sites, system trails, bridges, and trailheads.

#### Allocation and Integration

Funding is allocated to the field each year based upon the actual prior year collections from qualifying timber sales, with 75 percent of the net receipts collected in each region returned to

the region for additional timber sales pipeline preparation work, and the remaining 25 percent used for the recreation backlog.

In addition to this fund, timber sales are funded through the National Forest System, Forest Products budget line item as well as the Timber Salvage Sale fund and the Knutson-Vandenberg Trust Fund. Recreation facility and trail projects are also funded through the Capital Improvement and Maintenance, Facilities, Trails, and Deferred Maintenance and Infrastructure Improvement budget line items, the Legacy Roads and Trails activity in Integrated Resource Restoration, and the Permanent Appropriation, Recreation Fees, Forest Service fund.

### Partnerships

Effective implementation of this program requires partnership with local timber industries. Without the necessary infrastructure, timber sales might not be economically viable, and associated projects that contribute to resource management objectives could not occur.

The agency accomplishes valuable recreation facility and trails work by leveraging funds and in-kind contributions through many partnerships. The Forest Service engages volunteers, concessionaires, and other partners to enhance recreation experiences and help maintain nearly 70 percent of agency owned recreation sites. Trail crews are one of the primary means for the Forest Service to employ young adults and partner with local communities and interest groups.

Forest Botanical Products

Budget Line Item	Forest Botanical Products			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Forest Botanical Products				
New Budget Authority	\$2,120	\$2,120	\$2,120	0
Program Level	1,662	2,000	2,000	0
Full-Time Equivalents (FTEs)	19	19	19	0

Performance Measure

Accomplishment and Targets (1)

	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
<b>Forest Botanical Products</b>						
Sold value of forest botanical products (based on FY 2013 collections)	\$1,450,419	\$1,564,200	\$2,046,000	\$2,129,340	\$1,700,000	\$1,800,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$2,000,000 for the Forest Botanical Products Pilot Program fund, the same level as the FY 2016 Enacted Budget. The Forest Service will use these funds to accomplish and further develop important projects and activities designed to ensure the viability and sustainability of forest botanical products while responding to the significant demand for culturally important, medicinal, and the wide variety of other botanical products.

**Past Performance**

The total value of agency forest botanical products sold in FY 2015, based on collections, was over \$2.1 million. Of the total collections during FY 2015, mushrooms (\$444,959), limbs/boughs (\$379,701), foliage (\$291,998), and grasses (\$215,054) were the predominant contributors- totaling over \$1.3 million dollars in sold value. Beyond collections, the sale of these products provided jobs and revenue sources for local gatherers; thus, helping to maintain livelihoods and sustain local economies.

**Authorities**

Department of the Interior and Related Agencies Appropriations Act, 2000 (16 U.S.C. 528 note) (P.L. 106-113, div. B, Sec. 1000(a)(3), [Appendix C, title III, Sec. 339], Nov. 29, 1999, 113 Stat. 1535, 1501A-199, as amended by P.L. 108-108,[title III, Sec. 335], Nov. 10, 2003, 117 Stat. 1312, and P.L. 111-88, [title IV, Sec. 420], Oct. 30, 2009, 123 Stat. 2960). This Act authorizes the Secretary of Agriculture to charge and collect fees from persons who harvest forest botanical

products to cover at least a portion of the fair market value for the harvest of forest botanical products and a portion of the costs the agency incurs in administering the pilot program. Funds collected are deposited in a special fund in the Treasury.

Extension of Forest Botanical Products Authorities; Consolidated Appropriations Act, 2014 (P.L. 113-76). This Act extends until September 30, 2019, the original authorization enacted through Section 339(h)(1) of the Department of the Interior and Related Agencies Appropriations Act, 2000 (enacted into law by section 1000(a)(3) of Public Law 106-113; 16 U.S.C. 528 note). This authority will expire on September 30, 2019, unless it is reauthorized by Congress. However, all funds collected on or prior to September 30, 2019, will remain available for expenditure through September 30, 2020.

## **Program Description**

### Program Overview

This authority provides a mechanism for charging and collecting fees from persons who harvest forest botanical products. The term “forest botanical products” refers to any naturally occurring mushrooms, fungi, flowers, seeds, roots, bark, leaves, and other vegetation (or portion thereof) that grow on National Forest System lands. Fees collected are available to cover the costs associated with granting, modifying, or administering the authorization for harvesting, including the costs for environmental analyses. Work activities include inventory, analysis, sustainability determination for harvest levels, permit issuance and administration, and monitoring to facilitate the sale and harvest of forest botanical products. The objectives of this program are to maintain, enhance, or restore forest ecosystems to desired conditions, and to provide for the sale and harvest of forest botanical products in a sustainable manner that contributes to meeting the Nation’s demand for these goods and services.

### Allocation and Integration

Under this authority, funds collected through FY 2019 are authorized for expenditure through FY 2020, on the unit where the funds were collected. The Forest Botanical Products fund supplements the Integrated Resource Restoration program for the sale and administration of forest botanical products.

Stewardship Contracting

Budget Line Item	Stewardship Contracting			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Stewardship Contracting				
New Budget Authority	\$13,599	\$14,000	\$14,000	0
Program Level	9,256	14,000	16,000	\$2,000
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$16,000,000 for the Stewardship Contracting fund, an increase of \$2,000,000 from the FY 2016 Enacted Budget. The continued use of stewardship contracting supports the agency’s goal of creating jobs while restoring forest and watershed health.

In stewardship contracting, when the value of the sale of forest products exceeds the cost of the service work to be performed on an Integrated Resource Timber Contract, the excess receipts are retained by the Forest Service and deposited in the Stewardship Contracting fund. These retained receipts are used to implement an array of resource restoration work. In FY 2016, the Stewardship Contracting funds will be used to complete resource work, including:

- improving, maintaining, and restoring forest and rangeland health;
- restoring and maintaining water quality;
- improving fish and wildlife habitat and reestablishing native plant species;
- reducing hazardous fuels that pose risks to communities and ecosystem values; and
- decommissioning roads.

The Agricultural Act of 2014 extended stewardship contracting as a permanent authority. This provides flexibility for the agency to accomplish collaborative restoration work at a landscape scale. The Forest Service has codified existing policy on stewardship contracting into regulation that is pending final approval. This will provide greater uniformity in the administration of the various contract and agreement mechanisms used by the agency to implement stewardship contracting projects. The rule will add a new Subpart I to the 36 CFR 223, Sale and Disposal of National Forest System Timber, Special Forest Products, and Forest Botanical Products regulation.

**Past Performance**

Key accomplishments in FY 2015 utilizing the Stewardship Contracting funds include:

- 6,569 acres of forest vegetation established,

- 13,968 acres of wildland-urban interface (WUI) hazardous fuels treated,
- 24,276 acres of non-WUI hazardous fuels treated, and
- 40,726 acres of terrestrial habitat enhanced.

Retained receipts deposited in the Stewardship Contracting fund may be used to accomplish a wide variety of activities through the stewardship contracting authority. The mix and level of accomplishments vary annually. This is due in part to the variability both in the resource work needed in the region where the receipts are collected and the cost of those activities. The performance accomplishments described above are a subset of the total accomplishments associated with the stewardship contracting authority. Appropriated funds from a variety of program areas may also be used to implement projects utilizing stewardship contracting authority. Further discussion of accomplishments associated with Stewardship Contracting can be found in the Stewardship Contracting Special Exhibit.

### **Authorities**

The stewardship contracting authority authorizes the Forest Service, via agreement or contract, to enter into stewardship projects to perform services to achieve land management goals and to meet local and rural community needs. Department of the Interior and Related Appropriations Act, 1999 (16 U.S.C. 2104 note) (P.L. 105-277, div. A, Sec. 101(e), [title III, Sec. 347], Oct. 21, 1998, Stat. 2681-231, amended by Department of the Interior and Related Appropriations Act, 2003, P.L. 108-7, div. F, [title III, Sec. 323], Feb. 20, 2003, 117 Stat. 275). Section 323 of P.L. 108-7 supersedes the original authority granted to the Forest Service in section 347 of P.L. 105-277. This authority was made permanent, pursuant to P.L. 113-79, the Agricultural Act of 2014.

### **Program Description**

#### Program Overview

Stewardship Contracting permits the Forest Service to apply the value of timber or other forest products from stewardship contracts as an offset against the costs to accomplish additional land and resource management objectives. If the offset value exceeds the value of the resource improvement treatments, those receipts are retained and deposited in the Stewardship Contracting fund and are available until expended for other authorized stewardship projects. Stewardship Contracting funds may be used for:

- road and trail maintenance or decommissioning to restore or maintain water quality;
- work to improve soil productivity, or other resource values;
- prescribed fires to improve the composition, structure, condition, and health of forest stands or to improve wildlife habitat;
- removal of vegetation or other activities to promote healthy forests, reduce fire hazards, or achieve other land management objectives;
- restoration and maintenance of watersheds;
- restoration and maintenance of wildlife and fish habitat; and
- control of noxious and invasive weeds, and re-establishment of native plant species.

#### Allocation and Integration

Stewardship contracting retained receipts remain on the unit where the receipts were collected for use on other authorized stewardship projects. Funds can be used on other units after approval by the Regional Forester in the region where the receipts were collected.

### Partnerships

Stewardship contracting allows for national, regional, and local-level partnerships and collaboration with local communities. Significant partnerships exist with national organizations, such as the National Wild Turkey Federation and The Nature Conservancy. These partnerships range from collaboration during stewardship project development to entering into stewardship agreements with the Forest Service. These collaborative partnerships have resulted in community support for stewardship projects and have helped the agency to move forward with projects without litigation costs and delays that often confront traditional timber sales and some hazardous fuel reduction projects.

Recreation Fees, Forest Service

Budget Line Item	Recreation Fees, Forest Service			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Recreation Fees, Forest Service				
New Budget Authority	\$78,652	\$66,925	\$67,925	\$1,000
Program Level	64,476	64,075	64,075	0
Full-Time Equivalents (FTEs)	533	533	533	0

Performance Measure

Accomplishment and Targets (1)

	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
<b>Recreation Fees, Forest Service</b>						
Customer satisfaction with value for fee paid	84.0%	85.3%	85.0%	84.0%	84.0%	84.0%

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$64,075,000 for the Recreation Fees, Forest Service fund, the same level as the FY 2016 Enacted Budget.

Specific priorities within each program include:

Recreation Fees, Forest Service Site Specific - The FY 2017 President’s Budget includes a program level of \$45 million to conduct annual maintenance and repairs to recreation facilities, enhance visitor services such as interpretation and education, and provide for the presence of law enforcement and other uniformed employees in recreation areas where fees are generated. The Forest Service will prioritize reducing deferred maintenance at high-priority fee sites and will improve the condition of the facilities for the public.

Recreation Fees, Forest Service Agency Specific - The FY 2017 President’s Budget includes a program level of \$18 million to continue providing guidance from regional offices, grant money for projects at the forest level, and service as the contracting agency for the National Recreation Reservation Service for all Federal agencies.

Recreation Fees, Forest Service Grey Towers National Historic Site Fees - The FY 2017 President’s Budget includes a program level of \$75,000. Specific priorities within each activity will use recreation fees to support visitor services at Grey Towers National Historic Site that include, but are not limited to, interpretive and education programs that

perpetuate the conservation legacy of Gifford Pinchot and conference center programs and activities that foster leadership within the natural resource community.

Shasta-Trinity Marina Fees - The FY 2017 President's Budget includes a program level of \$1 million. Fees collected from the marina special use permits are used for the direct operating or capital costs associated with issuance of the permits and provide services, protect resources, and meet the needs of the estimated 2.1 million annual visitors to the Shasta-Trinity National Recreation Area.

### **Past Performance**

From 2005 to 2015, the Forest Service collected more than \$696 million, cumulatively, in fee revenue under this authority. This total includes fee revenue from outfitters and guides. Annually, the Forest Service collects approximately \$69 million in recreation fees. From 2005 to 2015 the Forest Service has expended over \$670 million to maintain and improve recreation sites and services for the American public, across the Nation. The Federal Lands Recreation Enhancement Act directs agencies to retain at least 80 percent of recreation fees to remain with the unit where collected. Forest Service policy is to retain 95 percent of the recreation fees on the national forest on which it was collected, to be reinvested back into recreation sites and services.

The recreation fee program has been successful in providing quality recreation facilities and services to the American public that recreate on Federal lands. National Visitor Use Monitoring surveys show that 94 percent of visitors are satisfied with their recreation experience and 85 percent are satisfied with the value received for the fee paid. The overall visitor satisfaction number has been steady to slightly increasing over the last several years.

### **Authorities**

Federal Lands Recreation Enhancement Act (16 U.S.C. 6806 and 6807) (P.L. 108-447, div. J, [title VIII, Sec. 807 and Sec. 808] Dec. 8, 2004, 118 Stat. 3388). This Act provides authority to implement a fee program for certain recreation sites on Federal lands. Fees collected from users of recreation facilities are used to pay for on-the-ground operation, maintenance, and improvements of recreation sites and services to maintain and enhance recreation opportunities, visitor experiences, and related habitat. Funds are available until expended. The Act directs the creation of Recreation Resource Advisory Committees to allow for public involvement in recreation fee programs. This authority was originally set to expire on December 8, 2014, but was extended through December 8, 2015, pursuant to P.L. 113-46, Continuing Appropriations Act, 2014, through December 11, 2015, pursuant to P.L. 113-164, Continuing Appropriations Act, 2015, through September 30, 2016, pursuant to P.L. 113-483, Consolidated and Further Continuing Appropriations Act, 2015 and through September 30, 2017, pursuant to P.L. 114-53, Continuing Appropriations Act, 2016.

Section 422, Div. F, Consolidated Appropriations Act, 2008 (P.L. 110-161; 121 Stat. 2159).

This Act provides authority through September 30, 2014, for the Forest Service to retain permit fees collected for marinas on the Shasta-Trinity National Forest under the Term Permit Act and use the retained fees for the purposes in the Federal Lands Recreation Enhancement Act. These

purposes include repair, maintenance and facility enhancement, interpretation and visitor services, habitat restoration, and law enforcement. The fees may also be used for direct operating or capital costs associated with the issuance of a marina permit. This authority was originally set to expire on September 30, 2014, but was extended through September 30, 2019, pursuant to P.L. 113-76, Consolidated Appropriations Act, 2014.

## **Program Description**

### Program Overview

When recreation fees are collected by the Forest Service, 80 to 95 percent of the fees collected are deposited in the Recreation Fees, Forest Service fund and are spent on maintaining and improving the area, site, or projects that directly relate to visitor enjoyment, access, and health and safety. Work activities include: annual operation and maintenance, interpretation, signage, wildlife habitat restoration, resource preservation, and law enforcement. We execute a large amount of work in this program through contracts.

There are four programs within the Recreation Fees, Forest Service fund:

Recreation Fees, Forest Service Site Specific - We collect approximately \$50 million annually to maintain and improve facilities and services for which the fees are collected. At least 80 to 95 percent of the fees collected are deposited in the Recreation Fees, Forest Service fund and are spent on the area, site, or projects that directly relate to visitor enjoyment, access, and health and safety. Work activities include: annual operation and maintenance, interpretation, signage, wildlife habitat restoration, outfitter and guide enhancement, resource preservation, and law enforcement. Five percent goes to the regional offices to support strategic program oversight, financial management, training, and grants to forests for improvements/special projects on the ground.

Recreation Fees, Forest Service Agency Specific - The Forest Service is the contracting agency for the National Recreation Reservation Service, part of Recreation.gov, an e-government initiative. The \$120 million, interagency funded, contract supports reservations for all recreation facilities on public lands that allow reservations. One task of administering the contract is to manage the pass through account for the reservation fees for all agencies. Approximately \$15 million that passes through this account are Forest Serviced collected fees. As more sites come on to the reservation system throughout the entire Federal public lands system, this account will continue to grow.

Recreation Fees, Forest Service Grey Towers National Historic Site Fees - Recreation fees are used for annual operations and maintenance of the historic mansion and 102 acre landscape; interpretive and education programs and projects that perpetuate the legacy of Gifford Pinchot for general public and youth; public programs that foster stewardship of natural resources; safety of the visitor and security of the resource; and support for the conference facility that provides conservation leadership development

programs and enhances the dialogues taking place within the natural resource community.

Shasta-Trinity Marina Fees - Fees received from the marina project provide funding needed in the Shasta-Trinity National Recreation Area to meet critical health and safety standards, address portions of the maintenance backlog, provide for many noteworthy, innovative projects including high quality interpretive and environmental education programs, installation and maintenance of over 300 underwater obstacle markers and 100 safety-related floating directional signs, establishment and maintenance of the National Recreation Area Boating Safety Program, implementation and administration of the program's Marina Standards, maintaining a floating toilet program, and the construction of accessible facilities to provide greater access for persons with disabilities. The goal of these projects is to meet the National Recreation Area's intent, which is to showcase recreation opportunities in the agency.

### Allocation and Integration

Recreation fees supplement discretionary appropriations such as National Forest System – Recreation, Heritage and Wilderness; and Capital Improvement and Maintenance – Facilities and Trails budget line items. Outputs associated with this program are combined and reported under individual resource programs throughout the Forest Service appropriated accounts. A significant benefit from recreation fees is that these fees can roll over from one year to the next, so forests can save some money to tackle a costly capital improvement project later. Because 80 - 95 percent of the recreation fee dollars stay at the forest where they were collected, the forest has the authority to direct spending to their priorities.

### Partnerships

Recreation fees are used to fund volunteer projects and leverage grants and other challenge cost-share dollars. These fees provide for the health and safety of visitors to national forest recreation areas and restore ecosystem damage caused by recreation use.

The Forest Service has chartered five Recreation Resource Advisory Committees, which include the Southern, Eastern, and Pacific Northwest Regions, and the States of California and Colorado. In cooperation with the Bureau of Land Management, the agency participates in 12 additional advisory committees. Each committee is required to meet at least one time a year to review proposed changes to the recreation fee program. Chartering and sustaining these advisory committees, along with our other comprehensive public involvement efforts, demonstrates the continued commitment to working with partners, visitors and other interested parties regarding recreation fees.

Timber Purchaser Election Road Construction

Budget Line Item	Timber Purchaser Election Road Construction			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Timber Purchaser Election Road Construction				
New Budget Authority	\$2,000	\$2,000	\$2,000	0
Program Level	142	1,000	1,000	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$1,000,000 for the Timber Purchaser Election Road Construction, the same as the FY 2016 Enacted Budget. Program level and accomplishments in FY 2017 will depend upon the number of qualifying small businesses purchasing timber sales and the number of those businesses that do not have the capability to perform the required road work under those sales. This program provides funding for construction or improvement of specified roads and bridges supporting the timber harvest operations of small business operators.

Each year, the agency usually performs between one and 10 miles of high clearance road reconstructions and/or maintenance on behalf of timber purchasers depending upon the particular need that year.

**Authorities**

National Forest Management Act of 1976 (16 U.S.C. 472a(i)). The act authorizes the Secretary of Agriculture to use any receipts from the sale of timber for the construction of roads required under the timber sale contract.

Department of the Interior and Related Appropriations Act, 1999 (16 U.S.C. 535a (c)) (P.L. 105-277, div. A, Sec. 101(e), [title III, Sec. 329], Oct. 21, 1998, 112 Stat. 2681-231, 2681-292). This act authorizes small business timber purchasers to elect to pay the Forest Service to construct or reconstruct any permanent roads or bridges required by the timber sale. The timber purchaser must be classified as a small business operator, and the total estimated reconstruction and construction cost in the timber sale contract must exceed \$50,000.

Department of the Interior, Environment, and Related Appropriations Act, 2008 (P.L. 110-161, Sec. 6., div. F, [title IV, Sec. 423], Dec. 26, 2007, 121 Stat. 2150). The Forest Service shall allocate to the regions of the Forest Service, \$15,000,000 from the current balance in the “timber roads purchaser election fund,” to remain available until expended.

## **Program Overview**

### Program Descriptions

Timber Purchaser Election Road Construction - The Timber Purchaser Election Road Construction program supports the construction and reconstruction of any permanent road or bridge as required under the terms and conditions of a timber sale contract. When a small business timber purchaser is awarded a contract, the purchaser may elect to pay the Forest Service to construct or reconstruct specified roads in the timber sale contract area to a standard necessary to harvest and remove timber and other forest products. The agency then uses the funds to contract for the required road work and administer the contract. This program benefits small timber contractors who might otherwise be unable to bid on Forest Service timber sales, as well as provides for appropriate road improvements preventing soil degradation, stream sedimentation, or other damages.

Purchaser Election Vegetative Treatment - The Purchaser Election Vegetative Treatment funds support the following activities to improve forest health: vegetative treatments in timber stands at high risk of fire due to insect, disease, or drought; road work in support of vegetative treatments to support forest health objectives; and maintenance of infrastructure for the processing of woody fiber in regions where it is critical to sustaining local economies and fulfilling forest health objectives.

Operation and Maintenance of Forest Service Quarters

Budget Line Item	Operation and Maintenance of Forest Service Quarters			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Operation and Maintenance of Forest Service Quarters				
New Budget Authority	\$8,606	\$7,100	\$7,100	0
Program Level	8,317	8,100	8,100	0
Full-Time Equivalents (FTEs)	23	23	23	0

**FY 2016 Program Changes**

The FY 2017 President’s Budget includes a program level of \$8,100,000 for the Operation and Maintenance of Forest Service Quarters program, the same as the FY 2016 Enacted Budget. These funds maintain employee occupied living quarters in safe and healthy conditions. The program will emphasize improvements to water systems and health and safety issues.

**Past Performance**

Accomplishments under this program are recorded in the Capital Improvement and Maintenance - Facilities Section.

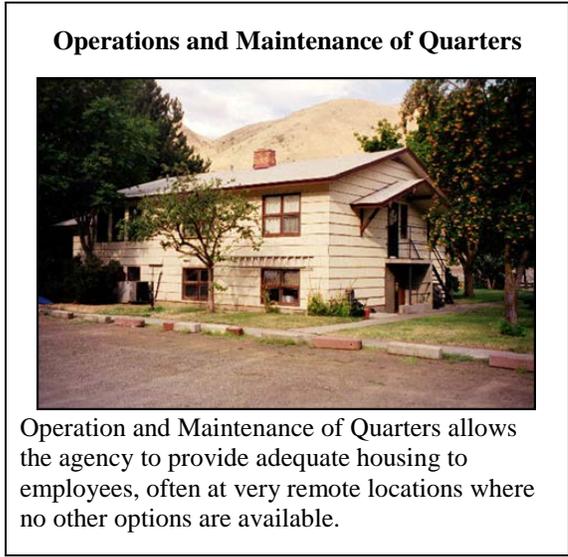
**Authorities**

Forest Service Quarters Operation and Maintenance (5 U.S.C. 5911, Other Provisions). This Act authorizes the collection of rental income from employees living in government owned or leased residences. Such rents and charges are deposited in a special Treasury fund and remain available for obligation for operation and maintenance of quarters until expended.

**Program Description**

Program Overview

Forest Service Quarters Operation and Maintenance (5 U.S.C. 5911, Other Provisions). This Act authorizes the collection of rental income from employees living in government owned or leased residences. Such rents and charges are deposited in a special Treasury fund and remain available for obligation for operation and maintenance of quarters until expended.



Roads and Trails for States

Budget Line Item	Roads and Trails for States			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Roads and Trails for States				
New Budget Authority	-\$34,620	\$16,000	\$17,000	\$1,000
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget program level is zero. The Forest Service proposes to transfer \$17 million of unexpended collections under this authority to the General Fund of the U.S. Treasury in FY 2017.

**Past Performance**

In FY 2015, the agency did not have any accomplishments from Road and Trails for States funds because no funds were available.

**Authorities**

The Act of March 4, 1913, as amended (16 U.S.C. 501). This act authorizes ten percent of all National Forest Fund receipts received by the national forests during each fiscal year to be expended for the construction and maintenance of roads and trails within the national forests in the States from which proceeds are derived.

Consolidated Appropriations Act, 2008 (P.L. 110–161, div F, title III, Dec. 26, 2007, 121 Stat. 2129). This act directed “That funds becoming available in fiscal year 2008 under the Act of March 4, 1913, (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and shall not be available for transfer or obligation for any other purpose unless the funds are appropriated.”

Department of the Interior, Environment, and Related Appropriations Act, 2010 (P.L. 111-88, div. A, title III, Oct. 30, 2009, 123 Stat. 2940). This act directed “That funds becoming available in fiscal year 2010 under the act of March 4, 1913, (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and shall not be available for transfer or obligation for any other purpose unless the funds are appropriated.”

Consolidated Appropriations Act, 2012 (P.L. 112-74). This act directed “That funds becoming available in fiscal year 2012 under the act of March 4, 1913, (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and shall not be available for transfer or obligation for any other purpose unless the funds are appropriated.”

Consolidated Appropriations Act, 2014 (P.L. 113-76). This act directed “That funds becoming available in fiscal year 2014 under the Act of March 4, 1913, (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and shall not be available for transfer or obligation for any other purpose unless the funds are appropriated.”

## **Program Description**

### Program Overview

Under this fund, ten percent of all National Forest Fund receipts, which is inclusive of both fees and other types of revenue, are used by the Forest Service without regard to the State in which the amounts were derived, to repair or reconstruct roads, bridges, and trails on National Forest System lands. Funds are directed towards correcting road and trail deficiencies that adversely affect ecosystems.

Beginning in FY 1999 and continuing in subsequent appropriation acts, the authority was expanded to allow the use of funds for the purpose of improving forest health conditions and repairing or reconstructing roads and bridges on NFS lands in the wildland-urban interface where there is an abnormally high risk of fire. The program reduces risk to human safety and public health and property and enhances ecological functions, long-term forest productivity, and biological integrity. Work previously funded under this program has been funded through the Legacy Roads and Trails line item.

The last fiscal year that the Forest Service was authorized to obligate new collections from the Roads and Trails Fund was in FY 2007.

Land Between the Lakes Management

Budget Line Item	Land Between the Lakes Management			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Land Between the Lakes Management				
New Budget Authority	\$4,355	\$4,355	\$4,355	0
Program Level	3,512	4,200	4,200	0
Full-Time Equivalents (FTEs)	5	5	5	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$4,200,000 for the Land Between the Lakes (LBL) Management fund, the same level as the FY 2016 Enacted Budget.

**Past Performance**

In FY 2015 there were approximately 1.6 million visits to the LBL National Recreation Area, which is slightly up from previous years. LBL has historically covered 30 percent of its costs by receipts through the LBL Management fund authority, supporting a diversity of recreation, fish and wildlife, and environmental education activities. Fee collections were over \$4,200,000 in FY 2015.

The LBL Management fund covers routine and inflationary increases to operational costs for the facilities that generate revenue.

**Authority**

Land Between the Lakes Protection Act of 1998 (16 U.S.C. 460lll-24) (P.L. 105-277, div. A, Sec. 101(e) [title V, Sec. 524], Oct. 21, 1998, 112 Stat. 2681-315). This Act establishes the LBL Management fund. In accordance with Title V of the Act, responsibility for the LBL National Recreation Area in Kentucky and Tennessee transferred from the Tennessee Valley Authority to the Secretary of Agriculture.

**Program Description**

Program Overview

The LBL National Recreation Area provides public recreational opportunities; conserves fish and wildlife and their habitat; provides for a diversity of plants and animals; and offers opportunities for hunting, fishing, and environmental education. LBL hosts an average of 1.6 million visits annually from people all over the Nation and more than 30 foreign countries. LBL continues to demonstrate success with its camping reservation system, which allows visitors to register for camp sites before arrival.

Section 524 of the Land Between the Lakes Protection Act established a special fund known as the LBL Management fund. All amounts received from charges, user fees, and natural resource use, including timber and agricultural receipts, are deposited into the fund. Funds are available for management of LBL, including payment of salaries and expenses.

**Partnerships**

LBL's program of work provides the opportunity to partner with a number of regional and national conservation organizations, such as the National Wild Turkey Federation, Quail Unlimited, Rocky Mountain Elk Foundation, and Ducks Unlimited. Further, LBL's volunteers, coordinated through the Friends of LBL partnership, log more than 116,000 hours of volunteer time on LBL projects annually.

Midwin National Tallgrass Prairie Rental Fees

Budget Line Item	Midwin National Tallgrass Prairie Rental Fees			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Midwin National Tallgrass Prairie Rental Fees				
New Budget Authority	\$356	\$600	\$600	0
Program Level	634	600	600	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$600,000 for the Midwin National Tallgrass Prairie Rental Fees, the same as the FY 2016 Enacted Budget. Funds are used to restore and manage prairie and wetland habitats on the Midwin National Tallgrass Prairie (MNTP).

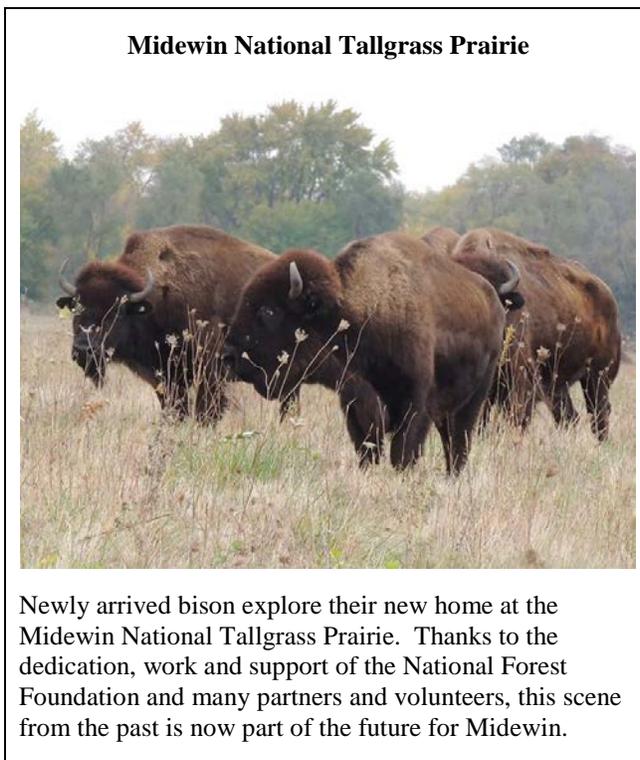
**Past Performance**

The rental fee funds collected on the MNTP are used to restore ecosystems and habitats for native prairie and wetlands. Restoration activities include: stream debris removal, demolition of old Army infrastructure, purchasing and planting native prairie seeds and plants, management of grassland bird habitat, control of invasive species on restoration sites, and purchasing miscellaneous restoration equipment and supply.

**Authorities**

The Illinois Land Conservation Act of 1995 (16 U.S.C. 1609 note) (P.L. 104-106, div. B, [title XXIX, sec. 2915 (b), (c)], Feb. 10, 1996, 110 Stat. 601-602). The Secretary of Agriculture is authorized to issue agricultural special use authorizations or grazing permits for purposes primarily related to erosion control, provision for food and habitat for fish and wildlife, or other resource management activities consistent with the purposes of the MNTP.

**Program Description**



Program Overview

The Illinois Land Conservation Act of 1995 established the MNTP to be managed as part of the National Forest System. The act authorized the Secretary of Agriculture to issue agricultural special use authorizations and grazing permits. After appropriate payments to the State of Illinois and Will County, pursuant to the act of May 23, 1908, and section 13 of the act of March 1, 1911 (16 U.S.C. 500), available receipts from rental fees may be used to cover the cost of ecosystem restoration, prairie improvements, and administrative activities directly related to those activities. These funds provide for maintenance of native plant communities and grassland bird habitat at the MNTP. The ability to collect funds from grazing and agricultural uses provides an essential financial resource to MNTP managers to continue to restore ecosystems and habitats in order to enhance biodiversity; promote scientific, environmental, and educational research; and develop best practices for land management.

Midewin National Tallgrass Prairie Restoration

Budget Line Item	Midewin National Tallgrass Prairie Restoration			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Midewin National Tallgrass Prairie Restoration				
New Budget Authority	0	0	0	0
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

No funds are included for this program in the FY 2017 President’s Budget.

**Past Performance**

There were no collections or expenditures for this account in FY 2015. To date, salvage opportunities anticipated by the legislation have not materialized. Less than \$4,000 has been generated by the Midewin National Tallgrass Prairie (MNTP) Restoration fund over the past 10 years. No expenditures have been made from this account since its creation in 1995.

**Authorities**

The Illinois Land Conservation Act of 1995 (16 U.S.C. 1609 note) (P.L. 104-106, div. B, [title XXIX, sec. 2915 (d), (e) and (f)], Feb. 10, 1996, 110 Stat. 602). The Secretary of Agriculture is authorized to charge reasonable user fees for the admission, occupancy, and use of the Midewin National Tallgrass Prairie, and may sell for salvage value any facilities and improvements which have been transferred under this Act. The Secretary may use amounts in the fund, in such amounts as are provided in advance in Appropriation Acts, for restoration and administration of the Midewin National Tallgrass Prairie.

**Program Description**

Program Overview

The Illinois Land Conservation Act of 1995 established the Midewin National Tallgrass Prairie to be managed as part of the National Forest System. There are two separate funds: the agricultural rental fund that funds prairie restoration and the salvage fund that may be used for all other activities. Receipts from grazing fees, agricultural leases for row crops, sales of surplus equipment, and the salvage value proceeds from the sale of any facilities and improvements can be used to cover the cost of restoration of ecosystems; construction of a visitor center, recreational facilities, trails, and administrative office; prairie improvement; and operation and maintenance.

Quinault Special Management Area Fund

Budget Line Item	Quinault Special Management Area			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Quinault Special Management Area				
New Budget Authority	\$1	\$2	\$2	0
Program Level	10	5	5	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$5,000 for the Quinault Special Management Area (QSMA) fund, the same as the FY 2016 Enacted Budget. The Olympic National Forest annually reviews the current deposits of the 10 percent of proceeds from the sale of forest products, and requests authority to use those funds for work performed on the QSMA.

**Authorities**

The Act of November 8, 1988 (P.L 100-638) (102 Stat. 3327). This Act established the Quinault Special Management Area from part of the Olympic National Forest, and it assigns responsibility to the Forest Service for managing its natural resources and distributing proceeds from the sale of forest products according to provisions of the Act.

The Act provides that 10 percent of the gross proceeds from the sale of forest products on the QSMA are transferred to this account and are available for administration of future timber sales. The Act also provides for the distribution of gross receipts from a special management area to compensate the Quinault Indian Tribe and the State of Washington for land that the Forest Service gave back to the Tribe. The distribution must be used for roads and schools.

**Program Description**

Program Overview

This program and budget line item for the QSMA is unique to the Forest Service. The QSMA is over 5,400 acres, as prescribed by law, which the Olympic National Forest manages for the Quinault Indian Nation. Specifically, the lands are defined under Section 2 of the aforementioned Act. All receipts from use of this land, including timber sales, firewood, botanicals, special use permits, and minerals, are divided with 45 percent going to the State of Washington, 45 percent to the Quinault Tribe, and 10 percent towards management of those lands by the Olympic National Forest. Quarterly, the Olympic National Forest processes the receipts and sends a letter to the Bureau of Indian Affairs and the Tribal Chair, documenting the receipts that will be transferred to Bureau for disbursement to the Tribe.

Valles Caldera

Budget Line Item	Valles Caldera			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Valles Caldera				
New Budget Authority	\$513	0	0	0
Program Level	105	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2015 National Defense Authorization Act designated the Valles Caldera National Preserve (Preserve) as a unit of the National Park Service. Transfer of the Preserve to the National Park Service occurred in FY 2015. As a result, there will be no balance remaining in this fund in FY 2017.

**Past Performance**

In December 2014, the 2015 National Defense Authorization Act designated the Preserve as a unit of the National Park Service and transferred administration of the Preserve to the Secretary of the Interior. FY 2015 was a transition year for the Preserve with the National Park Service assuming full responsibility on October 1, 2015.

**Authorities**

National Defense Authorization Act for Fiscal Year 2015, Sec. 3043 (H.R. 3979 EAH, 113th Cong.), December 12, 2014. This Act abolishes the Valles Caldera Trust and designates the Valles Caldera National Preserve as a unit of the National Park System.

Valles Caldera Preservation Act (16 U.S.C. 698v-4, 698v-6). (P.L. 106-248, [title I, Sec. 106, Sec. 108], July 25, 2000, 114 Stat. 603 and 607; as amended by P.L. 109-132, [Sec. 2 (b)-(d)], 119 Stat. 2570). This Act authorized the Valles Caldera Trust to receive and collect funds in support of the management and administration of the Preserve. This included the authority to assess fees for admission to, the use, and occupancy of the Preserve. In addition, it allowed the Trust to solicit and accept donations of funds, property, supplies, or services for the purpose of management of the Preserve.

Restoration of Forest Lands and Improvements

Budget Line Item	Restoration of Forest Lands and Improvements			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Restoration of Forest Lands and Improvements				
New Budget Authority	\$208,907	\$210,124	\$210,124	0
Program Level	61,071	99,000	86,000	-\$13,000
Full-Time Equivalents (FTEs)	134	134	134	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$86,000,000 for the Restoration of Forest Lands and Improvements fund, a decrease of \$13,000,000 from the FY 2016 Enacted Budget. These funds will provide for the rehabilitation of forest resources or infrastructure that has been damaged due to negligence or contract non-performance of other parties. The Restoration of Forest Lands and Improvements fund provides a mechanism to quickly bill, collect, and obligate funds necessary to restore damages to critical ecosystems and facilities so that repairs are not deferred or foregone.

**Past Performance**

Restoration of Forest Lands and Improvement funds are used to perform important restoration and rehabilitation activities or infrastructure repair due to contractor damage, negligence, or non-performance. This can include a variety of activities that will vary from year to year depending upon the need. In FY 2015, activities included:

- 2,725 acres of wildland-urban interface (WUI) high priority hazardous fuels treated;
- 2,232 acres of hazardous fuels treated outside the WUI to reduce the risk of catastrophic wildland fire;
- 1,124 acres of forest vegetation established;
- 3,925 acres of forest vegetation improved;
- 1,579 acres of noxious weeds/invasive plant treatments;
- 232 acres of water or soil resources protected, maintained, or improved to achieve desired watershed conditions; and
- 79 miles of system trail maintained to standard.

Additional focus in several regions on identifying projects that could use these funds led to higher outputs than in FY 2014.

**Authorities**

The Act of June 20, 1958 (16 U.S.C. 579c) (P.L. 85-464, Sec. 7, June 20, 1958, 72 Stat. 217). This Act authorizes establishment of a fund for improvement, protection, or rehabilitation of lands under the administration of the Forest Service. This fund receives monies from: (a) forfeiture of a bond or deposit by a permittee or timber purchaser for failure to complete performance of improvement, protection, or rehabilitation work required under the permit or timber sale contract; or (b) the result of a judgment, compromise, or settlement of any claim, involving present or potential damage to lands or improvements. Funds are available until expended to cover the costs of performing the required work. Any funds received in excess of the amount expended in performing the work shall be transferred to miscellaneous receipts.

**Program Description**Program Overview

This authority protects the interests of the Forest Service by allowing the agency to address a variety of situations. When work under a permit or timber sale contract is not completed by a permittee or timber purchaser, they forfeit their bond or deposit. These funds then transfer to the Restoration of Forest Lands and Improvements fund, allowing the Forest Service to complete the needed restoration and rehabilitation work.

This authority also protects the interests of the American public from present or potential damage to National Forest System lands or improvements due to the actions of another party. This authority provides the Forest Service with the ability to use funds from a judgment, compromise, or claim settlement to address those damages.

Based on a Comptroller General's Decision (67 Comp. Gen. 276), collections may be used to reimburse the Forest Service for any restoration costs paid from Forest Service appropriations before the collections were received.

Allocation and Integration

The proposed FY 2017 program funding level is based on field projections of anticipated work.

Commercial Filming and Still Photography Land Use Fee Retention

Budget Line Item	Commercial Filming and Still Photography Land Use Fee Retention			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Commercial Filming and Still Photography Land Use Fee Retention				
New Budget Authority	\$696	\$544	\$544	0
Program Level	404	630	630	0
Full-Time Equivalents (FTEs)	9	9	9	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$630,000 for Commercial Filming and Still Photography Land Use Fee Retention, the same as the FY 2016 Enacted Budget.

**Past Performance**

During FY 2015, the Forest Service collected \$695,780 from commercial filming and still photography fees. These collections are retained at the national, regional and forest unit level, and units use the commercial filming collections to respond to film/photo requests in a timely manner and to proactively manage the program. More recently, these fees have been used to coordinate inter-regional or inter-forest requests for filming as a means of streamlining the authorization process and reducing the number of authorizations necessary for large landscape filming requests.

**Authorities**

The Act of May 26, 2000 (16 U.S.C. 4601-6d) (P. L. 106-206). This Act authorizes retention of fees collected for commercial filming and photography land use authorizations and obligation of the monies for maintenance of the filming site. Land use fees are based on a schedule to use and occupy National Forest System land for filming/photo activities. This fee is separate from the cost recovery fee to process applications and to monitor the authorization for compliance with the commercial filming permit.

**Program Description**

Program Overview

Fees retained by the Forest Service in this fund are used to manage and respond to film/photo use requests in an expedited manner. For example, forest units use these funds to assess popular film/photo locations in advance of requests and to develop and post information on film/photo procedures specific to the unit. Regional and national units use these funds to provide

management oversight, develop policy, and coordinate inter-regional or inter-forest film/photo requests prior to accepting a proposal as a formal application.

#### Allocation and Integration

In accordance with the Act of May 26, 2000, 90 percent of the fees collected remain at the forest unit where the fee is collected. These funds are used for managing the film/photo program and to defer costs associated with collecting the fee. The remaining 10 percent is used to provide management oversight, to develop policies, and to coordinate inter-regional or inter-forest film/photo requests. Of this 10 percent, five percent is retained at the Washington Office and five percent is retained at each Regional Office where the film/photo authorization is contained.

#### Partnerships

Many forest units work cooperatively with State film commissions to inform these entities of Forest Service film/photo processing procedures. The Forest Service is also engaged in coordination with the Department of the Interior (Bureau of Land Management, National Park Service, and U.S. Fish and Wildlife Service) effort to develop a national fee schedule applicable to film and photo authorizations.

Organizational Camps Program

Budget Line Item	Organizational Camps Program			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Organizational Camps Program				
New Budget Authority	\$665	\$600	\$600	0
Program Level	469	700	700	0
Full-Time Equivalents (FTEs)	5	5	5	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$700,000 for the administration of the Organizational Camps Program fund, the same as the FY 2016 Enacted Budget. Funds will be used to monitor organizational camp special use authorizations; conduct environmental analysis related to the organizational camp special uses program; maintain, recondition, renovate, or improve federally-owned facilities covered by organizational camp special use authorizations; complete environmental restoration projects; administer the special uses program; provide interpretive programs; and conduct other programs and projects deemed appropriate by the authorized officer.

**Past Performance**

During FY 2015, we collected \$665,018 through the organizational camps program, which units used for program administration, monitoring special use authorizations, interpretive programs, environmental analysis and restoration activities related to organizational camps throughout the National Forest System (NFS).

**Authorities**

National Forest Organizational Camp Fee Improvement Act of 2003 (16 U.S.C. 6231 et seq.) (P.L. 108-7). This Act defines an organizational camp as a public or semipublic camp developed by a nonprofit or government entity to introduce young people or people with disabilities to activities they might not otherwise experience and to educate them on natural resource issues. The Act establishes a land use fee system for organizational camps located on NFS lands and authorizes the Secretary to retain and spend these fees without further appropriation. The Act also exempts certain ministerial actions from the provisions of the National Environmental Policy Act.

## Program Description

### Program Overview

Organizational camp fees are based on a percentage of the agricultural land value, adjusted downward for services provided to disabled individuals and at-risk youth. Fees collected are available until expended for program administration, monitoring special use authorizations, interpretive programs, environmental analysis and restoration activities, and similar purposes.

The Forest Service administers approximately 300 permits for organizational camps. Work activities include performing oversight, inspection, and monitoring of existing authorizations to ensure compliance with the terms and conditions of the authorization.

Organizational camps have a three-part fee system:

**Land Use Fees** – Fees are based on a percentage of the agricultural land value, adjusted downward for services provided to disabled individuals and at-risk youth. The land use fee may be offset by work performed pursuant to Section 3 of the Federal Timber Contract Payment Modification Act (16 U.S.C. 539f).

**Facility Use Fees** – If an organizational camp utilizes a federally-owned facility, a fee is assessed based on five percent of the value of the government owned improvements.

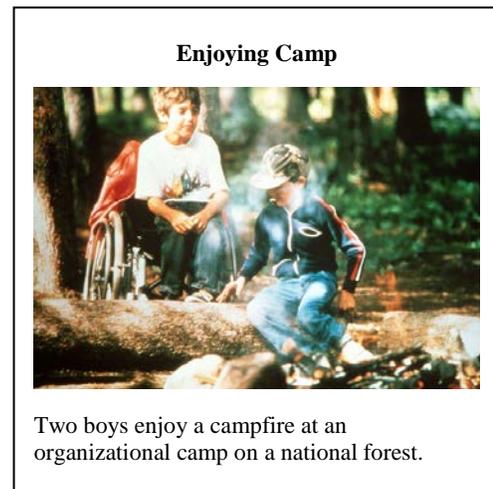
**Fees based on other revenue** – If permit holders earn revenue from activities other than providing youth services, a fee is assessed based on five percent of revenue.

### Allocation and Integration

Retained land use fees supplement discretionary appropriations from the NFS Recreation, Heritage, and Wilderness program and from other budget line items. These revenues are an integral part of sustaining the agency's special use programs. Outputs associated with these programs are reported as permits administered to standard.

### Partnerships

Through the organizational camps program the Forest Service works with many partner organizations, such as the Boy Scouts, Girl Scouts, faith-based, and community-based groups to provide outdoor recreation programs and services for youth.



Cost Recovery (Land Uses)

Budget Line Item	Cost Recovery (Land Uses)			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Cost Recovery (Land Uses)				
New Budget Authority	\$6,627	\$5,200	\$5,200	0
Program Level	4,925	4,700	4,700	0
Full-Time Equivalents (FTEs)	40	40	40	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$4,700,000 for the Cost Recovery (Land Uses) program, the same level as the FY 2016 Enacted Budget. Funds will be used to process lands special use proposals and applications in a timely manner, provide customer service, and administer authorizations for which we have no other statutory authority to recover or retain funds for the use and occupancy of National Forest System (NFS) lands. We will continue to implement the program to recover our costs for processing special use applications and monitoring for compliance with the authorizations. We will review progress to ensure consistent and cost-effective management, improve customer service, and reduce the backlog of permit applications. This authority ensures timely customer service, reduces the potential liability to the government associated with uses on NFS lands under an expired authorization, and enables the agency to accept new applications thereby expanding our support for local and regional economies.

In FY 2017, the Forest Service will continue working in cooperation with the Bureau of Land Management (BLM) to update our interagency flat fee schedule relative to applicable special use applications and authorizations. Working cooperatively with the BLM ensures interagency consistency for similar uses and works to assess fees that are appropriate.

**Past Performance**

In FY 2015, the Forest Service processed over 8,400 applications for the use and occupancy of NFS lands and administered approximately 77,000 authorizations for a wide variety of uses on the NFS. Our FY 2015 financial records indicate a total of \$6.6 million recorded in either advance collections or earned revenue on advances. However, some of the earned revenue was tied to agreements received in years prior to FY 2015. This revenue was for the processing and monitoring of approximately 1,800 new land use authorizations. Cost recovery helps ensure that we continue to make progress in administering authorizations. We have used our current authority to respond to numerous requests for use of NFS land for the purposes of transmitting electricity, oil and gas, and broadband communication, as well as responding to requests for major modifications to resort operations and numerous smaller private or commercial requests.

## Authorities

Numerous Federal statutes authorize the Secretary of Agriculture to assess and collect fees from applicants for, and holders of, special use authorizations. These fees pay for the agency's administrative costs to process and monitor applications for such authorizations. These authorities include the Independent Offices Appropriations Act of 1952 (P.L. 82-137); Mineral Leasing Act of 1920, as amended (P.L. 66-146); and the Federal Land Policy and Management Act of 1976 (P.L. 94-579). In addition, specific legislation authorizing the implementation of each program within this account is as follows:

Special Use Application and Permit Monitoring Fees (Recovery of Costs). P.L. 106-113, Interior and Related Agencies Appropriations Act, 2000, Section 331 (113 Stat. 1501A-196 - 197), as amended by P.L. 108-447, Consolidated Appropriations Act, 2005, Division E, Section 345 (118 Stat. 3105), P.L. 109-54, Interior, Environment and Related Agencies Appropriations Act, 2006, Section 425 (119 Stat. 555), P.L. 110-161 Consolidated Appropriations Act, 2008 and P.L. 113-6 Consolidated and Further Continuing Appropriations Act, 2013. This Act provides authority through September 30, 2013, to implement a pilot program to improve customer service to applicants and holders of special land use authorizations and reduce the agency's backlog of expired authorizations.

Forest Service Administration of Rights-of-Way and Land uses; Consolidated Appropriations Act, 2014 (P.L. 113-76). This act provides permanent authority to retain and spend fees as originally authorized under Section 331 of the Department of the Interior and Related Agencies Appropriations Act, 2000 (as enacted into law by section 1000(a)(3) of Public Law 106-113; 16 U.S.C. 497 note).

## Program Description

Programs included in this fund are:

Cost Recovery Lands Major Projects - All recreation and non-recreation (land) uses that require more than 50 hours of agency time to process or monitor. Uses involving construction/reconstruction are deemed to be Major Categories for which the agency collects all appropriate administrative costs.

Cost Recovery Lands Minor Projects - Excluding recreation uses, all non-recreation (land) uses not subject to exemption or waiver that require 50 hours or less of agency time to process or monitor are deemed Minor Categories. These categories use a flat fee schedule established in four different tiers, subject to annual indexing.

## Program Overview

Each year, the Forest Service processes between 6,000 and 9,000 applications for the use and occupancy of NFS lands and administers more than 80,000 authorizations for a wide variety of non-occupancy purposes, including energy-related uses, broadband and communication facilities, and campground management. Processing and authorizing these uses is an important component of facilitating the development and transmission of affordable and reliable energy and communication services, supporting national security, supporting economic development,

and promoting the public health and safety of populations within or in proximity to national forests and grasslands throughout the Nation. Work activities include:

- Evaluating applications to use Federal land for other government use; commercial, and private requests to assure compliance with applicable laws, regulations, land use plans; and the technical and financial capability of applicants to conduct use on NFS land.
- Conducting appropriate environmental, social, and economic analyses on requests to use NFS land pursuant to the National Environmental Policy Act.
- Developing special use authorizations with appropriate terms and conditions that ensure protection of public health and safety and resource protection measures.
- Performing oversight and inspection of certain authorization activities associated with construction/reconstruction activities.

All determinations are subject to dispute, allowing the applicant or holder to question the validity of the estimated cost recovery fee in the initial determination. Disputes must provide written rationale and evidence as to why the estimated fee is in error, and suggest alternative fee estimations based in fact. Waivers of cost recovery fees are provided for local, State, or Federal governmental applicants and for recreation use authorizations taking 50 hours or less to process.

#### Allocation and Integration

Major Categories - For uses not subject to exemption or waiver, the Forest Service estimates actual expenses and works with the applicant or holder to determine if the costs are reasonable in accordance with the Federal Land Management and Policy Act of 1976 as amended or are required actual expenses in accordance with the Mineral Leasing Act of 1920 as amended.

Minor Categories - Uses subject to Forest Service cost recovery regulations (not exempt or waived) that require 50 hours or less of agency time to process or monitor are assessed a fee in accordance with a fee schedule published in the *Federal Register*.

#### Partnerships

We cooperate with many other Federal agencies, such as Department of the Interior agencies including the Bureau of Land Management, National Park Service, and the Fish and Wildlife Service; Federal Energy Regulatory Commission; Army Corp of Engineers; interagency working groups; State, local, and Tribal governments; and partners such as the Western Utility Group and the National Forest Recreation Association. Partnership opportunities lead to streamlined procedures in order to deliver consistent and clear direction.

Licensee Program Smokey Bear

Budget Line Item	Licensee Program Smokey Bear			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Licensee Program Smokey Bear				
New Budget Authority	\$113	\$113	\$113	0
Program Level	54	54	54	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2016 Program Changes**

The FY 2017 President’s Budget includes a program level of \$54,000 for the Licensee Program Smokey Bear fund, the same level as the FY 2016 Enacted Budget. Funds will support special projects regarding Smokey Bear’s 75<sup>th</sup> Birthday preliminary preparations, as well as the national wild fire prevention awards program, and licensing agent/contractor services. This program supports national initiatives, local programs, and products that help increase public awareness with regard to wildfire prevention.

**Authorities**

Fees for the use of the Smokey Bear character by private enterprises are collected under regulations formulated by the Secretary of Agriculture. They are available to further the nationwide forest fire prevention campaign (16 U.S.C. 580 p-2) (18 U.S.C. 711).

**Program Description**

The Smokey Bear program supports national initiatives, programs, and products that help increase public awareness in regard to wildfire prevention. The licensee contractor manages the marketing and administration of the commercial license program and receives 35 percent of the royalties collected for its services. The national fire prevention program staff manages the licensing contract. Smokey Bear royalties also support the National Smokey Bear Award program and the national fire prevention public service campaign. The Chief of the Forest Service has discretionary authority to use money from royalties in special projects that support the Smokey Bear wild fire prevention message.

Licensee Program Woodsy Owl

Budget Line Item	Licensee Program Woodsy Owl			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Licensee Program Woodsy Owl				
New Budget Authority	\$12	\$12	\$12	0
Program Level	0	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2016 Program Changes**

The FY 2017 President’s Budget program level is zero for the Licensee Program Woodsy Owl fund, the same as the FY 2016 Enacted Budget. The reduction responds to the consistent low rate of royalty collections over the last three years. Royalty funds support national initiatives, local programs, and products that help increase public awareness about the importance of maintaining environmental quality. In FY 2017 royalty funds will support Woodsy’s promotional campaign in social media outlets, water conservation messages, and the Woodsy’s licensing contract.

**Authorities**

Fees for using the Woodsy Owl character by private enterprises are collected under regulations formulated by the Secretary of Agriculture. They are available to promote wise use of the environment and programs that foster maintenance and improvement of environmental quality (16 U.S.C. 580 p-1) (formerly classified as 31 U.S.C. 488a, 488b-3, 488b-6) (18 U.S.C. 711a).

**Program Description**

The Woodsy Owl program supports national initiatives, programs, and products that help increase public awareness of activities and issues related to improvement and maintenance of the environment. The Conservation Education program identifies funding for the Woodsy Owl conservation program initiative to develop products, to manage the licensing program, and to enhance partnerships. One of these activities includes the management of the licensing program. The licensing contractor receives 35 percent of the royalties reported. In addition, during FY 2017 a share of the licensing fund will be used to continue promoting Woodsy’s partnership with the Office of the Head Start. This will cover for the cost of materials and supplies that will be sent to Head Start classrooms upon request.

Forest Service Go Green Program (Conservation)

Budget Line Item	Forest Service Go Green Program (Conservation)			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Forest Service Go Green Program (Conservation)				
New Budget Authority	\$110	\$110	\$110	0
Program Level	26	26	26	0
Full-Time Equivalents (FTEs)	0	0	0	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$26,000 for the Forest Service Go Green program, the same as the FY 2016 Enacted Budget.

**Past Performance**

The funding level in this program depends on the proceeds collected. Total collections for this program have grown from \$3,701 in the inaugural year of FY 2009 to a cumulative total of \$229,317 as of September 20, 2014.

**Authorities**

The Treasury and General Government Appropriations Act, 2002, authorizes Federal agencies to receive and use revenue resulting from waste prevention and recycling programs. Such revenue shall be available until expended for the purpose of waste reduction, prevention, and recycling programs.

Accountable property is excluded from this program, which includes all capital leases and all owned personal property having an acquisition cost of \$5,000 or more. Excess property, such as electronics and other personal property that is not considered accountable property, follows an initial screening by USDA agencies which determines if the property is eligible for donation, to be transferred to another government agency, or to be recycled. Other items excluded from the scope of this program are Forest Service and General Services Administration vehicles, which also have disposal/excess rules in place.

**Program Description**

Program Overview

The Forest Service promoted the implementation of the “Go Green” program on the national forests and grasslands in FY 2009 to help meet the agency’s recycling and waste reduction goals. Go Green funds are collected not only from recycling simple items such as cans, but also from

recycling abandoned vehicles and appliances which makes this funding essential for land management. This funding enables field units to also accomplish clean-up activities they otherwise might not be able to accomplish due to reduced budgets.

Since FY 2009, the implementation of the authority to collect revenue resulting from waste prevention and recycling programs has increased significantly. The funding level in this program depends on the proceeds collected. As information on Go Green is more widely shared, funding levels are expected to increase. Every dollar collected under this authority offsets funding from other programs.

In FY 2016, we anticipate our Go Green program will continue to grow given increasing awareness through our Sustainable Operations peer learning series and the agency's Climate Change Scorecard Element 10.

Conveyance of Administrative Sites

Budget Line Item	Conveyance of Administrative Sites			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Conveyance of Administrative Sites				
New Budget Authority	\$4,011	\$9,400	0	-\$9,400
Program Level	3,606	6,000	\$6,000	0
Full-Time Equivalents (FTEs)	5	5	5	0

**FY 2017 Program Changes**

The 2017 President’s Budget includes a program level of \$6,000,000 for the Conveyance of Administrative Sites, the same as the FY 2016 Enacted Budget. The Forest Service Facility Realignment and Enhancement Act (see Authorities below) expires September 30, 2016, and the program will be funded in FY 2017 with proceeds retained in FY 2016. Retaining proceeds from these conveyances has provided the Forest Service with funds for maintenance, rehabilitation, and construction for specified projects, while we continue to right-size the agency’s real property portfolio.

**Past Performance**

In FY 2015, the agency collected property valued at \$4,010,590 through land and facility conveyances reducing deferred maintenance costs. Outputs associated with this program are combined with and reported under individual resource programs in the National Forest System (NFS), Land Acquisition, and Capital Improvement and Maintenance chapters.

**Authorities**

Forest Service Facility Realignment and Enhancement Act of 2005, (FSFREA), Title V of the Department of the Interior, Environment, and Related Agencies Appropriations Act, 2006 (P.L. 109-54). This Act provided authority through September 30, 2008, to convey unneeded administrative sites and retain the proceeds for building maintenance, rehabilitation, and construction provided certain criteria contained in Title V are met. This authority was extended through September 30, 2011, pursuant to the Omnibus Appropriations Act, 2009 (P.L. 111-8).

Consolidated Appropriations Act, 2012 (P.L. 112-74, Title IV, Sec. 421). This Act amends Section 503(f) of the Forest Service Facility Realignment and Enhancement Act of 2005 (Title V of the Department of the Interior, Environment and Related Agencies Appropriations Act, 2006, P.L. 109-54; 16 U.S.C. 580d note), as amended by section 422(1) of Public Law 111-8 (123 Stat. 748), by extending authorization to September 30, 2016.

Revenues received from the sale of land or structures are deposited into the Sisk Act Fund and are available without further appropriation.

## **Program Description**

### Program Overview

The Administration has made it a priority for Federal agencies to dispose of unneeded properties and make more efficient use of the Government's real estate. This effort builds upon the Administration's ongoing work to sell unneeded Federal properties.

The Administrative Site Conveyances Program provides for the realignment of the agency's facility portfolio by providing an incentive for local managers to liquidate obsolete or underutilized assets and reinvest in assets that best support the agency's mission. This authority provides the opportunity to efficiently address current and future needs, reduce annual lease costs, and reduce the deferred maintenance backlog. In addition to operational benefits, the program provides substantial economic and social benefits. These include providing local communities with an additional tax base and opportunities for redevelopment to align with community plans and economic stimulus strategies.

The Forest Service currently owns approximately 16,500 administrative and research buildings. A large number of these facilities do not meet the agency's needs and are either underutilized or in need of maintenance in order to meet current health and safety standards. More than 60 percent of Forest Service facilities are more than 30 years old and more than half have exceeded their design life. Without major and often costly renovations, these structures frequently fail to meet administrative needs due to inadequate space, improper location, high maintenance costs, and failure to meet current health, safety, and accessibility codes. Improving asset management allows the agency to fully utilize mission critical and mission dependent assets and manage those assets in the right condition and at the right cost.

Work functions for this program include: notification, analysis, valuation, and realty case processing services; facility repairs, preventive maintenance and replacement of parts and structural components; construction of new facilities; alteration of existing facilities to change function; and expansion of facilities to meet the needs of changing mission critical functions.

### Allocation and Integration

Proceeds from FSFREA projects compliment discretionary appropriations in the Landownership Management budget line item of the NFS appropriation and, Facilities and Deferred Maintenance and Infrastructure Improvement budget line items of the Capital Improvement and Maintenance appropriation. The revenues generated from the sale of land and facilities play an integral role in enhancing the agency's land and facility program. Outputs associated with this program are combined with and reported under other individual resource programs throughout the Forest Service appropriated accounts. The authority for obligation and expenditure of these funds is allocated to the regions based on the amounts collected from sales within that region.

### Partnerships

The agency participates in partnerships with other Federal agencies through this program, including the General Services Administration who maintains a national memorandum of agreement with the Forest Service to fulfill the requirements of FSFREA, as well as Tribal

governments, local communities, local governments, and many private landowners. The program is enhanced by partnership opportunities that eliminate or reduce redundant efforts. Examples include leveraging funds to secure high priority resource lands for public access and resource protection or co-locating facilities with other Federal agencies and nongovernmental organizations to lower operational costs.

Site-Specific Lands Act

Budget Line Item	Site-Specific Lands Acts			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Permanent Funds</b>				
Site-Specific Lands Acts				
New Budget Authority	\$1,140	\$2,400	0	-\$2,400
Program Level	4,262	3,900	\$3,900	0
Full-Time Equivalents (FTEs)	2	2	2	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$3,900,000 for the Site-Specific Lands Acts fund, the same as the FY 2016 Enacted Budget. This program of work pertains to site specific acts passed by Congress pertaining to the sale of National Forest System (NFS) land and the use of retained receipts to make specific improvements. The proceeds from each of these transactions are used in strict accordance with the terms and provisions of the authorizing legislation. The collected receipts under these Acts are available without further appropriation.

**Past Performance**

In FY 2015, we collected \$1.1 million from the conveyance of NFS lands. Funds were used towards Capital Improvement and Maintenance and Land Adjustment projects.

**Authorities**

The Sisk Act, as amended (16 U.S.C. 484a; P.L. 90-171). The Sisk Act is an exchange authority that allows certain parties to deposit cash, in lieu of land, to complete a land exchange. The funds are then utilized by the Secretary to acquire non-Federal properties. Subsequently, other authorities have specified that the Sisk Act account be utilized to hold other proceeds until expended, consistent with the legislation. Revenues received from the sale of land or structures are deposited into the Sisk Act Fund and are available without further appropriation for the purpose(s) specified in the statutes.

**Program Description**

Program Overview

This program enables the collection of receipts from the sale of NFS land pursuant to special acts passed by Congress. The proceeds are used for specific improvements to lands and facilities within the same national forest or State.

The legislated project may include work functions such as: notification, analysis, valuation, and realty case processing services; construction of new facilities; alteration of existing facilities to

change function; and expansion of facilities to meet the needs of changing mission critical functions. Projects are identified annually through the legislative process. As a result, benefits and funds collected vary each year based on legislation.

#### Allocation and Integration

Conveyances under Special Legislation proceeds may compliment discretionary appropriations in the Landownership Management budget line item of the NFS appropriation and the Facilities and Deferred Maintenance and Infrastructure Improvement budget line items of the Capital Improvement and Maintenance appropriation. The revenues generated from the sale of land and facilities may contribute to enhancing the agency's land and facility program. Outputs associated with this program are combined with and reported under other individual resource programs throughout the Forest Service appropriated accounts. The authority for obligation and expenditure of these funds are available without further appropriation.

#### Partnerships

The level of collaboration and partnerships that occurs through this program depends on the direction provided in each site specific act passed by Congress.

**Payment to States**

Budget Line Item	Payment to States			
	(dollars in thousands)			
	FY 2015 Enacted	FY 2016 Enacted	FY 2017 President's Budget	FY 2017 vs FY 2016
<b>Payment to States Funds</b>				
National Forest Fund Payments to States Available, Title I & III				
New Budget Authority	\$103,056	\$71,499	\$0	-\$71,499
Program Level	103,097	90,099	0	-90,099
Full-Time Equivalents (FTEs)	0	0	0	0
Twenty-five Percent Payment				
New Budget Authority	0	10,000	50,000	40,000
Program Level	0	10,000	50,000	40,000
Full-Time Equivalents (FTEs)	0	0	0	0
Payments to States Supplemental				
New Budget Authority	164,500	164,000	0	-164,000
Program Level	153,500	164,000	0	-164,000
Full-Time Equivalents (FTEs)	0	0	0	0
Payments to Minnesota Counties				
New Budget Authority	6,150	6,150	6,150	0
Program Level	5,701	6,150	6,150	0
Full-Time Equivalents (FTEs)	0	0	0	0
Payments to Counties, Bankhead-Jones Farm Tenant Act				
New Budget Authority	39,000	21,000	21,000	0
Program Level	27,518	21,000	21,000	0
Full-Time Equivalents (FTEs)	0	0	0	0
Secure Payments for States (SRS), Title II				
New Budget Authority	28,290	28,290	0	0
Program Level	28,290	220	0	0
Full-Time Equivalents (FTEs)	8	8	8	0
Secure Payments for States/Repayment per DOT Reauthorization				
New Budget Authority	230	0	0	0
Program Level	220	0	0	0
Full-Time Equivalents (FTEs)	0	0	0	0
<b>Payment to State Funds New Budget Authority</b>	<b>\$340,726</b>	<b>\$301,159</b>	<b>\$77,150</b>	<b>-\$224,009</b>
<b>Payment Funds Program Level</b>	<b>\$318,326</b>	<b>\$306,654</b>	<b>\$77,150</b>	<b>-\$229,504</b>
<b>Payment to States Funds Full-Time Equivalent (FTEs)</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>0</b>

**FY 2017 Program Changes**National Forest Fund Payments to States Available, Title I & III

The FY 2017 President's Budget proposes a mandatory reauthorization and a four-year phase-out through 2019 of the Secure Rural Schools and Community Self-Determination (SRS) Act, as amended, starting in FY 2016. The President's Budget proposes additional changes to administrative provisions of the SRS Act to enhance community involvement with title II program delivery and to strengthen economic opportunities provided by the SRS Act during the four-year phase-out period.

Under the Secure Rural Schools (SRS) Act, the Forest Service deposits all receipts to be used for title I and title III payments into the National Forest Fund Payments to States Available account, from which payments are made. The FY 2017 President's Budget projects a level of \$0 for this account because SRS authorization expires in FY 2016.

Twenty-five Percent Payments

The FY 2017 President's Budget proposes \$50,000,000 for twenty-five percent payments, per the SRS Act, an increase of \$40,000,000 from the FY 2016 Enacted Budget. Twenty-five percent payments under the 1908 Act are made one year in arrears based on receipts and credits specified in the authorizing legislation.

Payments to States Supplemental

Under the SRS Act, the Forest Service first uses all forest receipts from the National Forest Fund receipt account to fund payments. If those receipts are insufficient, a transfer from the U.S. Treasury to supplement receipts is obtained for the amount required. The FY 2017 President's Budget proposes \$0 for supplemental funding to continue the payments because SRS authorization expires in FY 2016.

Payments to Minnesota Counties

The FY 2017 President's Budget contains the mandatory Payments to Minnesota Counties of \$6,150,000 as required by the authorizing legislation.

Payment to Counties Bankhead-Jones Farm Tenant Act

The FY 2017 President's Budget proposes \$21,000,000 in Payments to Counties Bankhead-Jones Farm Tenant Act based on receipts from activities on the national grasslands and from land utilization projects, a decrease of approximately \$7 million from the FY 2016 Enacted Budget.

Secure Payments for States (SRS), Title II

The FY 2017 President's Budget request is zero for Secure Payments for States, as SRS authority expires in FY 2016.

### Secure Payments for States Failure to Elect and Return to Treasury Option

The SRS Act (16 U.S.C. sec. 7112) requires an eligible county that received a share of the SRS formula payment greater than \$100,000 to submit its election to allocate its share among titles of the SRS Act not later than September 30 each year. An eligible county that failed to make a timely election was considered to have elected to expend 80 percent of the funds in accordance with the provisions of the 1908 Act. County elections are locked-in for the two year reauthorization under P.L. 114-10. The remaining funds become available to the Forest Service to carry out projects in the eligible county to further protection, restoration, and enhancement of fish and wildlife habitat, and other resource objectives consistent with the purposes of the SRS Act on Federal land and on non-Federal land where projects would benefit the resources on Federal land. In FY 2015, failure to elect funds, per 16 U.S.C. 7112(d)(3)(B)(ii), totaled \$220,177. A county may also opt to return its SRS Act formula allocation, in whole or part, to the U.S. Treasury per U.S.C. 7112(d)(1)(C)(ii). In FY 2015 a total of \$122,963 was returned to the U.S. Treasury.

### **Program Overview**

#### National Forest Fund Payments to States Available, Title I & III

The National Forest Fund Payment to States Available is an account where all receipts that are projected to be used for Title I and Title III payments under SRS are deposited. These funds, combined with a Payments to States U.S. Treasury transfer, are the source of payments to states under the SRS Act.

The Secure Rural Schools and Community Self-Determination Act of 2000, as amended (16 U.S.C. 500 note) (SRS) directs that title I funds be used to help fund county schools and roads. Title III may be used on county projects including activities under the Firewise Communities program, reimbursement for emergency services on national forests, and preparation of a community wildfire protection plan. The National Forest Fund Payment to States Available is an account where all receipts that are projected to be used for title I and title III payments under the SRS Act are deposited. These receipts, combined with the Payments to States Supplemental, are the source of payments to states under the SRS Act, most recently amended by P.L. 114-10 on April 16, 2015.

#### Twenty-five Percent Payment

The term “twenty-five percent payment” means the payment to States required by the sixth paragraph under the heading of "FOREST SERVICE" in the Act of May 23, 1908. Twenty-five percent payments, authorized under the SRS Act, are annual payments to States on a 25 percent seven-year rolling average of revenues basis from the sale of goods and services by the national forests. The SRS Act directs that States shall use these payments for schools and/or roads projects. The SRS Act was amended on October 3, 2008, in P.L. 110-343, Division C, Title VI. P.L. 110-343 which, among other things, changed the payment formula. Instead of being based on each year’s receipts, payments to the States are now based on a rolling seven-year average of receipts (16 U.S.C. 500 note).

### Payments to States Supplemental

Under the Secure Rural Schools Act, the Forest Service first uses all forest receipts from the National Forest Fund receipt account to fund SRS Act payments. If those receipts are insufficient, a request is made to U.S. Treasury to transfer the additional amount required to fully fund SRS Act formula payments.

Counties that opted to not receive formula payments, under the SRS Act as reauthorized, do receive with few exceptions 25 percent of all moneys collected from the national forests in which the counties are located. Counties that elected to receive their share of a State's SRS Act formula payment, receive payments under a formula based on several factors, including acreage of Federal land, previous payments, and per capita personal income.

### Payments to Minnesota Counties

This authority derives from the Thye-Blatnick Act of June 22, 1948, as amended (16 U.S.C. 577g), Payment for Additional Lands Acquired in Northern Minnesota. This Act directed the Secretary of Agriculture to acquire resorts, cabins, and private lands within the Boundary Waters Canoe Area Wilderness and permanent residents were prohibited after 1974. Additionally, in-lieu-of-tax payments were authorized to Cook, Lake, and St. Louis Counties for Federal wilderness land from any national forest receipts not otherwise appropriated. At the close of each fiscal year, the State of Minnesota is paid three-fourths of 1 percent of the appraised value of certain Superior National Forest lands in the counties of St. Louis, Cook, and Lake for distribution to those counties. The land value is reappraised every 10 years. New appraisals were last completed in 2008.

### Payments to Counties, Bankhead-Jones Farm Tenant Act

This authority derives from title III of the Bankhead-Jones Farm Tenant Act of July 22, 1937, as amended (7 U.S.C. 1012). This Act pertains primarily to national grasslands and land use projects. Annual payments are authorized to counties that contain Forest Service lands acquired under the Bankhead-Jones Act. Twenty-five percent of the revenues received during the year, excluding receipts from the sale of land, from each national grassland or land utilization project are paid to the counties in which such lands are located. The funds are restricted to uses that benefit public schools and roads.

### Secure Payments for States (SRS), Title II

The Secure Rural Schools and Community Self-Determination Act of 2000 (16 U.S.C. 500 note) originally authorized through FY 2006 as P.L. 106-393, provided choices to counties to either receive a guaranteed level of annual payments for roads and schools and other authorized purposes, as well as funding for specific resource improvement projects on the national forest where the county is located, or to receive payments under the Act of May 23, 1908. The Act was reauthorized through FY 2011 on October 3, 2008, in P.L. 110-343, Division C, Title VI. P.L. 112-141 reauthorized the program through FY 2012 and P.L. 113-40 reauthorized the program again through FY 2013. There was then a two year reauthorization for FY 2014 through FY 2015 under section 524 of P.L. 114-10. The most recent authorization, by P.L. 114-10, locks-in the elections made by counties to be the same as for the FY 2013 payment.

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**Payments to Communities**

**FY 2017 Program Changes**

*Secure Rural Schools and Community Self-Determination Act:* We support Congress reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000 making payments through mandatory funding. The funding for extending the act is included in our Budget Justification, and we look forward to working with the Committees to develop the legislative proposal.

The FY 2017 President’s Budget proposes a mandatory reauthorization and a five-year phase-out through 2020 of the Secure Rural Schools (SRS) Act starting in FY 2016 with a FY 2017 payment of \$279 million from a combination of receipts and supplemental mandatory appropriations. The SRS Act program includes funding for both the Forest Service and the Bureau of Land Management (BLM) SRS programs. The President’s Budget proposes additional changes to administrative provisions of the SRS Act to enhance community involvement with title II program delivery and to strengthen economic opportunities provided by the SRS Act during the four-year phase-out period.

**Payments to Communities Proposal – Funding Source<sup>36</sup>**

*(dollars in thousands)*

<b>Funding Source</b>	<b>FY 2016</b>	<b>FY 2017</b>	<b>FY 2018</b>	<b>FY 2019</b>	<b>FY 2020</b>
Mandatory	\$279,000	\$251,000	\$158,000	\$122,000	\$101,000

This proposal—titled Payments to Communities—continues to split allocations between the three portions of the program from the previous authority emphasizing enhancement of forest ecosystems, restoration and improvement of land health, and water quality and an increase of economic opportunities for communities that are adjacent to national forests and select BLM lands. The types of work funded by each title are listed below:

Title I: Title I payments provide funding for county roads and schools.

Title II: Title II payments fund projects that enhance forest ecosystems, restore and improve the health of the land and water quality; and protect, restore, and enhance fish and wildlife habitat.

<sup>36</sup> The Payments to Communities are estimates and are the sum of 1) prior year receipts derived from several collection sources and 2) mandatory funds from Treasury. The estimate also accounts for payments to communities that did not elect SRS formula payments and instead elected twenty-five percent payments. Due to this formula, estimates provided in this Chapter may sometimes be inconsistent with MAX.

**Title III:** Title III payments are used by counties for activities under the Firewise Communities program, reimbursement for emergency services on national forests and preparation of community wildfire protection plans.

**Past Performance**

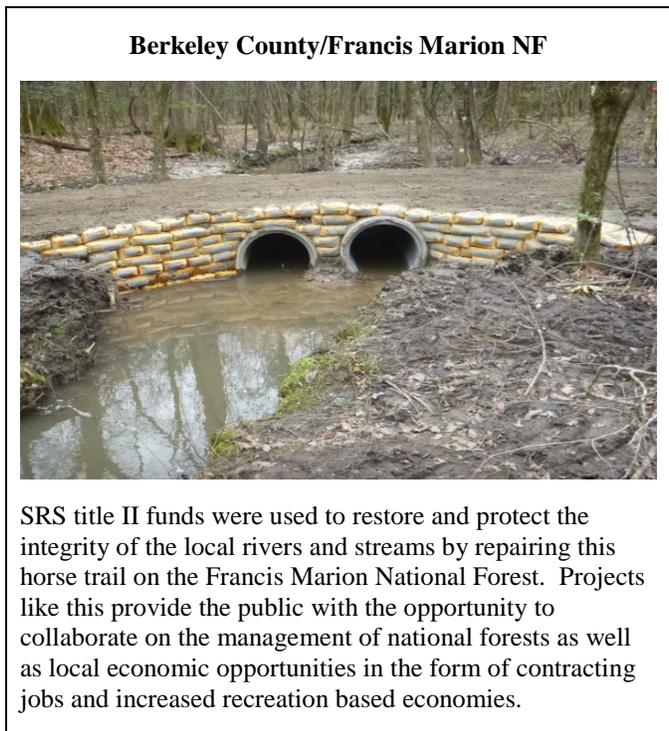
The SRS Act title II projects continued to enhance forest ecosystems, restore and improve the health of the land and water quality; and, to protect, restore and enhance fish and wildlife habitat. Examples of enhancements are maintenance or obliteration of roads, trails, and infrastructure; improvement of soil productivity; stream and watershed restoration; control of noxious and exotic weeds; re-establishment of native species; and finding economic uses to remove biomass and reduce wildfire fuels on national forests.

The SRS Act title II projects provide employment in rural communities and an opportunity for local citizens to advise the Forest Service, through participation in Resource Advisory Committees (RACs), on projects of mutual interest that benefit the environment and the local economy. In FY 2015, the Forest Service worked diligently to enhance the diversity of title II RAC membership while adhering to the specialized requirements for eligibility to serve on RACs. Achieving RAC quorums remained a challenge in FY 2015 due largely to small population size limits in many rural areas, internal requirements to have two applicants for each member opening, statutory requirements of the SRS Act for required skills and interest representation, and the complexities of navigating Federal Advisory Committee Act compliance.

**Program Description**

The Secure Rural Schools and Community Self-Determination Act of 2000 (SRS Act), P.L. 106-393, was enacted to provide for transitional assistance to rural counties affected by the decline in receipts, largely from declining timber sales, on Federal lands. The last payment authorized under P.L. 106-393 was for 2006. Section 601 of Division C of P.L. 110-343 amended and reauthorized the SRS Act (P.L. 106-393) through 2011. P.L. 112-141 reauthorized the program through FY 2012, and P.L. 113-40 reauthorized the program through FY 2013. The SRS Act, as amended, retains the original title. The amended SRS Act was similar to P.L. 106-393, although it was structured to phase out payments.

On October 1, 2014, the SRS Act expired. With the expiration of the SRS Act, payments to communities reverted to payments under the Act of May 23, 1908. Subsequently the SRS Act



was reauthorized by section 524 of P.L. 114-10 and signed into law by the President on April 16, 2015. The two-year SRS Act funding extension (Section 524) was included with P.L. 114-10, the Medicare Access and CHIP Reauthorization Act of 2015. As required by P.L. 114-10, payments for FY 2014 (FY 2015 payment-year) were made to States within 45 days of enactment. Because the SRS Act had not been reauthorized at the time the FY 2015 and FY 2016 sequester orders were issued, the SRS payments were not reduced for sequestration.

The SRS Act has provided more than fifteen years of transitioning payments to eligible states and counties often with limited economic development opportunities, caused in part by large tracts of undevelopable adjacent Federal lands. The SRS Act has helped fund public schools and roads and provided predictably declining payments to states to transition to the 1908 Act payment. In addition, it has also created a forum for community interests to collaboratively participate in the selection of natural resource projects on the national forests, and assisted in community wildfire protection planning. For additional information on SRS and links to the actual legislation please visit: <http://www.fs.usda.gov/main/pts/home> .

#### Title I—Secure Payments for States and Counties Containing Federal Land

The Act directs that the majority of the State Payment be used to help fund county schools and roads. This portion of the payment is commonly referred to as the title I payment and has averaged about 85 percent of the total State Payments to date.

Title I of the SRS Act, as reauthorized, provided the new formula for the State Payment for FYs 2008 through 2011 with a one year reauthorization for FY 2012 and again in FY 2013. The FY 2015 authorization, by P.L. 114-10, will last for two Fiscal Years, providing SRS payments in FYs 2015 and 2016. An eligible county's adjusted share of the State Payment is determined by a complex calculation involving multiple factors including acres of national forest the county's annual per capita personal income, and a seven-year rolling average payment. The formula reduces the total payments to all states by approximately five percent of the preceding year, which began for 2012 and continued through the FY 2013 and FY 2015 reauthorizations.

#### Title II—Special Projects on Federal Land

Prior to elections being locked through the current reauthorization of the SRS Act, eligible counties had the option to allocate part of their share of the State Payment to SRS Title II for projects that maintain existing infrastructure or enhance the health of ecosystems on national forests, while supporting local economies. Title II provides for the establishment of RACs, which are all formal Federal Advisory Act committees, to review and recommend projects. SRS Act reauthorizations added to the duties of the committees and expanded the interests represented by members.

Title II projects enhance forest ecosystems, restore and improve the health of the land and water quality; and, protect, restore and enhance fish and wildlife habitat. For FYs 2008 through 2015, Title II funds totaled over \$285 million for projects recommended in more than 300 counties.

### Title III—County Funds

Funds allocated by a county under Title III may be used on county projects. Title III initially had six authorized uses: search and rescue, community service work camps, easement purchases, forest related educational opportunities, fire prevention and county planning, and community forestry. With subsequent SRS Act reauthorizations, Congress limited the use of Title III funds to three authorized uses: activities under the Firewise Communities program, reimbursement for emergency services on national forests, and preparation of community wildfire protection plans. As reauthorized, Title III now directs each participating county to certify annually that Title III funds were used for authorized purposes. For FYs 2008 through 2015, Title III funds totaled over \$163 million.

The Budget reflects a reauthorization and a four-year phase-out through 2020, starting in 2016, of the SRS Act with funding through mandatory appropriations. This SRS proposal continues the allocation split between the three portions of the program emphasizing enhancement of forest ecosystems, restoration, and improvement of land health and water quality and the increase of economic activity.

Refer to the Payment to States section under the Permanent Appropriations chapter for more details on other formula-related payments.

**Trust Funds**

Budget Line Item	Trust Funds			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Trust Funds</b>				
Cooperative Work, Knutson-Vandenberg				
New Budget Authority	\$61,498	\$40,800	\$40,800	0
Program Level	210,901	65,900	65,900	0
Full-Time Equivalents (FTEs)	431	431	431	0
Cooperative Work, Other				
New Budget Authority	47,000	33,000	33,000	0
Program Level	88,000	48,000	48,000	0
Full-Time Equivalents (FTEs)	204	204	204	0
Land Between the Lakes Trust Fund				
New Budget Authority	92	0	0	0
Program Level	28	200	200	0
Full-Time Equivalents (FTEs)	5	5	5	0
Reforestation Trust Fund				
New Budget Authority	30,000	30,000	30,000	0
Program Level	32,000	30,000	30,000	0
Full-Time Equivalents (FTEs)	162	162	162	0
<b>Trust Funds New Budget Authority</b>	<b>138,590</b>	<b>103,800</b>	<b>103,800</b>	<b>0</b>
<b>Trust Funds Program Level</b>	<b>330,929</b>	<b>144,100</b>	<b>144,100</b>	<b>0</b>
<b>Trust Funds Full-Time Equivalents (FTEs)</b>	<b>802</b>	<b>802</b>	<b>802</b>	<b>0</b>

Cooperative Work - Knutson-Vandenberg

Appropriation	Cooperative Work - Knutson-Vandenberg			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Trust Funds</b>				
Cooperative Work, Knutson-Vandenberg				
New Budget Authority	\$61,498	\$40,800	\$40,800	0
Program Level	210,901	65,900	65,900	0
Full-Time Equivalents (FTEs)	431	431	431	0

Performance Measure

Performance Measure	Accomplishment and Targets (1)					
	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
<b>Cooperative Work, Knutson-Vandenberg</b>						
Acres of forest vegetation established	44,237	38,988	50,000	37,192	40,000	38,000
Acres of forest vegetation improved	18,643	22,306	39,000	21,659	35,000	25,000
Acres of lake habitat restored or enhanced	97	94	100	66	100	80
Miles of stream habitat restored or enhanced	4	35	10	20	10	15
Acres of hazardous fuels treated to reduce risk of catastrophic fire	91,073	89,157	27,500	55,102	80,000	60,000
Miles of high clearance system roads improved	1	3	6	0	6	3
Highest priority acres treated annually for noxious weeds and invasive plants on NFS lands	9,446	9,835	1,000	9,310	8,000	9,000
Acres of rangeland vegetation improved	491	93	321	11	120	75
Miles of roads decommissioned	12	1	10	2	5	3
Acres of watershed improvement	79	2,330	7,630	2,850	3,500	2,500
Acres of wildlife habitat (terrestrial) restored or enhanced	72,774	124,986	60,000	108,231	90,000	95,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**Performance Measure**

**Accomplishment and Targets (1)**

	<b>FY 2013</b>	<b>FY 2014</b>	<b>FY 2015</b>	<b>FY 2015</b>	<b>FY 2016</b>	<b>FY 2017</b>
	<b>Actual</b>	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>
<b>Cooperative Work, Knutson-Vandenberg - Regional Work</b>						
Acres of forest vegetation established	124	119	150	55	150	100
Acres of forest vegetation improved	1,714	504	1,000	1,186	600	750
Forestlands treated to achieve healthier conditions	3,450	2,174	2,000	6,505	2,000	3,400
Miles of stream habitat restored or enhanced	0	7	5	0	5	3
Volume of timber sold (hundred cubic feet (CCF))	54,731	46,833	55,000	113,342	55,000	75,000
Miles of landownership boundary line marked/maintained to standard	16	13	15	0	15	5
Volume of timber sold (million board feet (MMBF))	27	24	27	59	27	40
Acres of hazardous fuels treated to reduce risk of catastrophic fire	4,318	662	700	788	700	700
Acres of wildland-urban interface (WUI) high-priority hazardous fuels treated	2,959	597	500	600	500	575
Highest priority acres treated annually for noxious weeds and invasive plants on NFS lands	15	638	50	199	200	200
Acres of wildlife habitat (terrestrial) restored or enhanced	750	967	400	2,744	800	1,000

**(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.**

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$65,900,000 in the Knutson-Vandenberg (K-V) program, the same level as the FY 2016 Enacted Budget. Funds will be used to conduct sale area improvement work on timber sale areas on national forests. Funds will also be used within timber sale areas to implement reforestation following timber harvest as well as other sale area improvements approved in the related environmental analyses. The request fully funds the required sale area improvement work planned for accomplishment in FY 2017.

A total of \$13,800,000 of the K-V program will be used for the K-V Regional Work program, the same as the FY 2016 Enacted Budget. This work will provide for vegetative treatments to meet forest health and resource restoration objectives. Activities include wildlife habitat improvement, control of insects, disease, and noxious weeds, community protection activities, and the maintenance of forest roads. An estimated outcome from these vegetation treatments is 27.5 million board feet (MMBF) of timber volume sold. The timber volume sold from this fund is accounted for in the timber volume sold accomplishment displayed in the Forest Management budget line item.

**Past Performance**

Completion of K-V timber sale area projects is dependent upon the rate at which timber is harvested. Factors that influence the rate of harvest include weather and decisions made by the timber sale purchaser regarding which units are harvested. Work this past fiscal year was hindered by the transfer of K-V funds to fire suppression efforts late in the field season.

## Authorities

The Act of June 9, 1930, (16 USC 576b) (P.L. 71-319, Ch. 416, June 9, 1930, 46 Stat. 527, as amended by P.L. 94-588, 1976, and P.L. 109-54, [Title IV, Sec. 412], Aug. 2, 2005, 119 Stat. 551). The Act, known as the Knutson-Vandenberg Act, established a special fund to collect a portion of timber sale receipts to pay for reforesting the area from which the timber was cut. The Act was amended in 1976 to allow the Forest Service to use these funds for other sale area improvement activities. The FY 2006 Interior Appropriations Act amended this authority to allow for the expenditure of unused funds, not needed to accomplish work on the sale area, on other areas "...within the Forest Service region in which the timber sale occurred."

## Program Description

### Program Overview

The following programs are included in this fund:

Knutson-Vandenberg - This program uses funds derived from timber sale revenues to accomplish improvement work within the timber sale area. Planned resource project work is documented in the sale area improvement plans as determined by the project environmental analysis. The first priority for K-V program funds is reforestation of harvested areas. These funds can also be used to perform timber stand improvement and protection, and for the improvement of other resource values, including wildlife, soil, watershed, range, and recreation.

Knutson-Vandenberg Regional Work - The FY 2006 Interior Appropriations Act expanded the authority to allow for the expenditure of unused funds, not needed to accomplish work on the timber sale area, on another area "...within the Forest Service region in which the timber sale occurred." Unused collections are generated when actual costs are less than planned costs. This authority is used to accomplish watershed restoration; wildlife habitat improvement; control of insects, disease, and noxious weeds; community protection activities; and the maintenance of forest roads. The work can be performed through the use of contracts, forest product sales, and cooperative agreements. If forest product sales are used to accomplish these objectives, K-V Regional Work program funds may be utilized for timber sale planning, preparation, administration, engineering support, and land line location.

### Allocation and Integration

The K-V program funding is allocated to the regions based upon cash collected on timber sale areas and the planned resource projects identified on approved sale area improvement plans. The K-V Regional Work program funds are allocated based upon cash availability, which includes unused collections when actual costs are less than planned cost.

### Partnerships

The K-V program has contributed to partnerships and productive working relationships with State fish and game agencies and organizations such as the Wild Turkey Federation, Quail

Unlimited, and the Ruffed Grouse Society. These productive relationships and partnerships are critical in the identification and planning of some K-V funded projects.

Cooperative Work, Other

Budget Line Item	Cooperative Work, Other			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Trust Funds</b>				
Cooperative Work, Other				
New Budget Authority	\$47,000	\$33,000	\$33,000	0
Program Level	88,000	48,000	48,000	0
Full-Time Equivalents (FTEs)	204	204	204	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$48,000,000 for Cooperative Work, Other, the same level as the FY 2016 Enacted budget. Fund distribution includes \$30,000,000 for the Cooperative Work, Agreement Based program and \$18,000,000 for the Cooperative Work, Non-Agreement Based program. This level is consistent with anticipated collections from partners and cooperators. The collections allow the agency to leverage appropriated funds to deliver a variety of treatments and services, which benefit Forest Service lands and other resource programs.

Cooperative projects vary in size and scope each year depending on partner interest, objectives, and financial resources, and meet both agency and partner needs. Each agreement specifies the type of work to be done as well as the funds being donated.

**Past Performance**

A variety of work activities are performed each year using funds deposited in advance by partners and cooperators. No targets are set because it is difficult to predict the mix of collections or the specific work that will be needed. Activities include wildlife habitat enhancement; recreation program activities; research; fire prevention and education; construction, reconstruction, and maintenance of roads, trails, and other improvements; scaling services; fire protection; and other resource purposes as authorized by law.

**Authorities**

The Act of June 30, 1914 (16 U.S.C. 498). This act authorizes the acceptance of contributions for cooperative work in forest investigations, protection, management, and improvement of the National Forest System.

The Granger-Thye Act of April 24, 1950 (16 U.S.C. 572). This act authorizes cooperation with other parties to perform work for permittees, agencies, organizations, and persons for the kinds of work that the Forest Service is authorized to do on lands of the United States.

The Roads and Trails Act of October 13, 1964 (16 U.S.C. 532-537). This act authorizes the construction of roads using cooperative financing from other agencies.

The Act of June 30, 1978 (16 U.S.C. 1643). This act authorizes the acceptance and use of donated funds for research activities.

The Act of October 10, 1978 (7 U.S.C. 2269). This act authorizes agencies within the USDA to accept donations for non-research activities.

The Act of June 6, 1968 (16 U.S.C. 693d). This act authorizes cooperation in the operation of the Robert S. Kerr Memorial Arboretum and Nature Center.

The Act of July 4, 1968 (16 U.S.C. 471h). This act authorizes cooperation in the operation of the Cradle of Forestry.

Title 31, United States Code, section 1321 (31 U.S.C. 1321). Section 1321 of Title 31 of the United States Code authorizes Trust Funds.

## **Program Description**

### Program Overview

The Cooperative Work, Other fund is used to collect deposits received from partners and cooperators for protecting and improving resources of the National Forest System (NFS) as authorized by cooperative agreements. The deposits are for a wide variety of activities that benefit and support programs in Forest and Rangeland Research, on NFS lands, and for other agency activities.

Cooperative Work, Agreement Based – This is a direct project-to-customer relationship, typically involving long-term liability on the part of the Forest Service to perform work for the contributor. An example of this work are special use permits with collection provisions under the Granger-Thye fee offset where the Forest Service has a liability to perform work for the permit holder specially tied to the permit. These agreements should typically be accompanied by a collection agreement.

Cooperative Work, Non-Agreement Based – These deposits occur when the terms of the authorizing instrument, such as a permit or sale contract, allow for deposits from multiple contributors to be pooled and expended for the intended purpose. The majority of these pooled collections are not subject to refunds in accordance with the provisions of the respective authorizing instrument.

Cooperative deposits are received from a vast assortment of local, regional, and national organizations and individuals; State and other public agencies; industrial associations; and other private sources. The deposits are made under a variety of cooperative instruments that specify the mutual benefits of the work. Cooperative deposits leverage appropriated funds to increase effectiveness and complement the objectives of Forest Service appropriated resource management programs and cooperative research projects. These programs and projects may involve any aspect of forestry and vary widely in scope and duration.

Cooperative road maintenance deposits can be made by commercial users of the National Forest Road System in lieu of actually performing their commensurate share of road maintenance. These deposits are used in conjunction with the other road maintenance appropriations to provide maintenance of NFS roads by the Forest Service.

Deposits for administering and protecting non-Federal land within or near the national forests can be made by owners of non-Federal lands that are intermingled with, or adjacent to, NFS lands. These deposits help landowners manage their lands in accordance with good forest management practices and provide for wildfire protection on State and private lands intermingled with Federal ownership.

Reforestation Trust Fund

Budget Line Item	Reforestation Trust Fund			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Trust Funds</b>				
Reforestation Trust Fund				
New Budget Authority	\$30,000	\$30,000	\$30,000	0
Program Level	32,000	30,000	30,000	0
Full-Time Equivalents (FTEs)	162	162	162	0

Performance Measure

Accomplishment and Targets (1)

	FY 2013	FY 2014	FY 2015	FY 2015	FY 2016	FY 2017
	Actual	Actual	Estimate	Actual	Estimate	Estimate
<b>Reforestation Trust Fund</b>						
Acres of forest vegetation established	79,734	80,751	81,250	108,540	81,250	85,000
Acres of forest vegetation improved	33,727	27,177	35,450	26,489	31,000	27,000

(1) The Past Performance narrative below provides detailed information on aspects of program management, strategies, and/or improvements in relation to the accomplishments associated with the performance measures.

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$30,000,000, the same as the FY 2016 Enacted Budget. Funds are used to analyze, prepare, and implement reforestation and forest vegetation improvement projects outside of timber sale areas on National Forest System lands. The request will fund an estimated 85,000 acres of reforestation work and 27,000 acres of forest vegetation improvement activities. The FY 2017 program continues to prioritize reforestation treatments arising from unplanned disturbance events such as wildfires, insects, and diseases. In such places, timely reforestation is required to meet specified land management objectives.

The agency will give high priority to reforestation treatments and forest vegetation improvement activities on lands where appropriated or Cooperative Work Knutson-Vandenberg funds are not available. Financing reforestation and forest vegetation improvement treatments ensures that appropriate forest vegetation is established on National Forest System lands within acceptable timeframes. Improvement treatments help to maintain and improve forest health conditions.

**Past Performance**

In FY 2015, the agency accomplished 108,540 acres of reforestation and 26,489 acres of timber stand improvement through the Reforestation Trust Fund. Reforestation includes planting and field examination and certification of acres successfully regenerated to meet specified land

management objectives. This certification is completed the third year after plantation establishment, or five years after natural regeneration. The purpose is to demonstrate that the area is satisfactorily stocked with acceptable levels of live seedlings at the time of examination survey, and also to determine that there is no additional work required other than protection. The field examination and certification procedures are accomplished at lower unit cost than any other reforestation or timber stand improvement activities. This allows for implementation of timber stand improvement treatments, such as pre-commercial thinning on high priority areas to meet forest health, future stand development, and critical hazardous fuel reductions, while exceeding reforestation objectives.

### **Authorities**

Reforestation, Recreational Boating Safety and Facilities Act of 1980, Title III, as amended (16 U.S.C. 1606a(d)) P.L. 96-451. This act established the Reforestation Trust fund.

### **Program Description**

#### Program Overview

A maximum of \$30,000,000 is transferred to the Reforestation Trust Fund by the U.S. Treasury each fiscal year to reduce the backlog in reforestation and timber stand improvement work. Reforestation activities include site preparation for planting or seeding of the appropriate tree species, site preparation to encourage natural regeneration, and certification of acres naturally regenerated without the need of site preparation. In addition, as part of the reforestation activity, various treatments are applied to improve initial seedling survival rates. Benefits of reforestation include restoration of forest vegetation on areas impacted by wildfire, floods, and hurricanes; increased carbon sequestration capacity; establishment of forest vegetation resilient to the effects of climate change; and improved habitat diversity for many wildlife species. More detailed information on related activities is presented in the Reforestation Special Exhibit.

Timber stand improvement activities include release treatments through removal of competing vegetation; pre-commercial thinning to regulate stand density, composition and structure; pruning treatments that reduce ladder fuels, reduce the effects of pathogens (such as white pine blister rust) and improve future wood product quality; and fertilization treatments to maintain and improve soil productivity and enhance rapid stand development to improve carbon storage capacity. Benefits of timber stand improvement include improved forest health and productivity; hazardous fuel reductions; improved forest resiliency to the impacts of drought, insects and disease; and diversified wildlife habitat. In addition, timber stand improvement generates woody biomass that is available to meet renewable energy needs.

#### Allocation and Integration

Funds are allocated based on reforestation or timber stand improvement needs, which include reforestation needs created by wildfires and other natural events. Prior year accomplishments are also a factor. Allocation decisions consider the combined accomplishments from the Vegetation and Watershed Management program, and the Reforestation Trust Fund program. These funds are used in conjunction with other vegetation management funds to provide an integrated,

effective means of accomplishing forest vegetation establishment, maintenance, or improvement of forest health conditions under a variety of ecological and biological settings.

Partnerships

Partnerships in reforestation are critical for program accomplishments. Several key reforestation partners are American Forests, The National Forest Foundation, the Arbor Day Foundation, the National Garden Clubs, Batesville Casket Company, and individual donations under the Plant-A-Tree program.

Land Between the Lakes Trust Fund

Budget Line Item	Land Between the Lakes Trust Fund			
	(dollars in thousands)			
	FY 2015 Actual	FY 2016 Enacted	FY 2017 Estimates	Program Changes
<b>Trust Funds</b>				
Land Between the Lakes Trust Fund				
New Budget Authority	\$92	0	0	0
Program Level	28	\$200	\$200	0
Full-Time Equivalents (FTEs)	5	5	5	0

**FY 2017 Program Changes**

The FY 2017 President’s Budget includes a program level of \$200,000, the same as the FY 2016 Enacted Budget. These funds will be invested in public education and regional promotion in cooperation with development districts, chambers of commerce, and State and local governments. The Land Between the Lakes (LBL) trust fund will use these funds to cover additional program elements of the Respect the Resource environmental education program. The funding will support environmental education and promotion endeavors that will enhance the long term sustainability of LBL. The trust fund will work to increase teacher recruitment, especially of new teachers, by including teachers in the programs offered and by helping them to cultivate skills that can be used in the classroom.

**Past Performance**

In FY 2015, the LBL trust fund expended \$27,510 in support of public education and regional promotion activities. This included interpretive signage at the Golden Pond Overlook heritage site, South Bison Range, and the Elk & Bison Prairie to educate LBL visitors. Other endeavors included school grant fund to bring area students into the outdoor classroom and promotional projects with local entities. The trust fund is controlled directly by the Area Supervisor through the LBL Budget Staff.

**Authority**

Land Between the Lakes Protection Act of 1998 (16 U.S.C. 460lll-31) (P.L. 105-277, div. A, Sec. 101(e) [Title V, Sec. 531], Oct. 21, 1998, 112 Stat. 2681-317). This Act establishes the LBL Trust fund. In accordance with Title V of the Act, responsibility for the LBL National Recreation Area transferred from the Tennessee Valley Authority (TVA) to the Secretary of Agriculture.

## **Program Description**

### Program Overview

The LBL Protection Act called for LBL, an area in western Kentucky and Tennessee, to be managed as a unit of the National Forest System. Section 531 of the Act established a special interest-bearing fund known as the LBL trust fund, to be available for public education, grants, and internships related to recreation, conservation, and multiple-use land management as well as regional promotion in cooperation with development districts, chambers of commerce, and State and local governments.

In accordance with the terms described in the Act, beginning September 30, 2000, the Tennessee Valley Authority began depositing \$1 million annually into the fund for five consecutive years, for a total of \$5 million. The Forest Service has allowed the principal balance to grow and much of the interest to compound, and LBL has now begun to use the interest earned on the fund for the purposes intended by Congress. This includes providing additional funding to further assist in the promotion and support of the successful school grant program for environmental education.

### Partnerships

LBL's program of work provides the opportunity to partner with a number of regional and national conservation organizations, such as the National Wild Turkey Federation, Quail Unlimited, Rocky Mountain Elk Foundation, and Ducks Unlimited. LBL's volunteers, interns, and apprentices, coordinated through the Friends of LBL partnership, log more than 116,000 hours of volunteer time on LBL projects annually.

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**Special Exhibits**

**Special Exhibits**

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## Bark Beetle Infestation in the West

### Background

This exhibit is not required by Congressional direction but is included to report accomplishments for the Bark Beetle Infestation in the West program and to describe the impacts of the beetle infestation in the western United States.

### Overview

Current information indicates that tree mortality caused by western bark beetles has declined significantly since 2011. A cumulative total of 49.8 million acres were impacted by bark beetles in the western United States between 2000 and 2014, with 50% of this area attributed to a single species, the mountain pine beetle<sup>37</sup>. Recent declines in mortality notwithstanding, the impacted area is larger than our 10 smallest states combined, and the infestation will have effects on forest ecology, fire intensity and extent, and other management concerns for decades to come. Moreover, tree mortality caused by bark beetles has resulted in a release of carbon to the atmosphere that exceeded that of fire-caused tree mortality over the same period<sup>38</sup>. While the bark beetles discussed here are native to the United States and an important part of the ecology of our forests, the amount of tree mortality resulting from recent outbreaks is having many undesirable social and ecological impacts. New outbreaks of certain species are occurring, and climate change is predicted to have various and uncertain effects on future outbreaks and subsequent tree mortality.

Of the 49.8 million acres recently impacted by bark beetles, 75% occurred on National Forest System (NFS) lands. During years of peak tree mortality, infestations grew at ~600,000 acres annually. While the bark beetles discussed here are native to the United States and an important part of the ecology of our forests, the amount of tree mortality resulting from recent outbreaks is having many undesirable social and ecological impacts. For example, in 2011, it was estimated that 100,000 bark beetle-killed trees fell daily in southern Wyoming and northern Colorado, posing a serious health and safety threat to forest visitors, residents, and employees<sup>39</sup>. It is likely that this number has increased in the intervening years as mortality accumulates.

On July 11, 2011, the Forest Service released the five-year Western Bark Beetle Strategy<sup>40</sup>, which described how the Forest Service was going to respond to the western bark beetle epidemic in Regions 1 through 6. The strategy focuses on the future and on the continued need to integrate and prioritize our response around three goals: human safety, forest recovery, and

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<sup>37</sup> Forest Health Protection ([www.foresthealth.fs.usda.gov](http://www.foresthealth.fs.usda.gov))

<sup>38</sup> Hicke, J. A., Meddens, A. J., Allen, C. D., & Kolden, C. A. (2013). Carbon stocks of trees killed by bark beetles and wildfire in the western United States. *Environmental Research Letters*, 8(3), 035032

<sup>39</sup> USDA Forest Service 2011 Western Bark Beetle Strategy, <http://www.fs.fed.us/publications/bark-beetle/bark-beetle-strategy-appendices.pdf>

<sup>40</sup> USDA Forest Service 2011 Western Bark Beetle Strategy, [http://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/stelprdb5338089.pdf](http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5338089.pdf)

long-term forest resiliency. The strategy will be concluded in FY 2016, but many of the activities it established will continue, particularly in the Research and Development deputy area.

### **Agency Priorities and Actions**

Protecting human health and safety is the Forest Service priority when allocating funds to treat forests. The decision to remove trees to mitigate the effects of the western bark beetle takes into consideration both the health and safety of the public, as well as that of Forest Service employees. Priorities include: treatment near roads, trails, and campgrounds that experience high public use; treatment in areas adjacent to communities and homes for protection from fire; and coordination of larger-scale projects with other governmental agencies and partners that identify and communicate risks to public safety and leverage treatments across boundaries. Additional priorities include recovery and forest resiliency. Effective recovery improves watershed health, wildlife habitat, and water quality; creates more resilient forests following infestation; and provides benefits above and beyond what would be expected if nature were allowed to take its course. Active forest management can increase the resiliency of forests not yet infested by bark beetles. Thinning young stands to decrease basal area and creating a diversity of age classes over time can mitigate potential catastrophic beetle losses. Species and age diversity are key elements of a forest's resiliency to insects, disease, and wildfire. Managing for resiliency can reduce the environmental, health, and safety impacts of beetle infestation.

### **Research and Development Activities**

The Forest Service has invested in the development of knowledge and management tools needed to guide the priorities described above. The Western Bark Beetle Research Group (WBBRG) is comprised of the Forest Service Research and Development (R&D) entomologists working on bark beetles in western forests. Research priorities were identified by the WBBRG and its stakeholders, who have helped to shape the R&D response<sup>41</sup>. As a result, research effort has been aimed at providing better strategies for mitigating tree hazards to people and community infrastructure; improving the ability of fuel and fire behavior models to map changes in fire hazards due to bark beetle infestations; developing models to predict outbreak potential in a changing climate; exploring management treatments for bark beetle control; and improving our understanding of the effects of increased vegetation diversity, thinning, and other disturbance agents on the population dynamics of various bark beetle species. A synthesis of the anticipated effects of climate change on the response and impacts of bark beetles in western North America was summarized by the WBBRG<sup>42</sup>.

Forest Service R&D performs critical research leading to the development and delivery of tools needed to reduce and minimize the impact of bark beetles across all landscapes and ownerships in the western United States. Forest Service researchers are developing a compendium describing

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<sup>41</sup> Negrón, J.F., B.J. Bentz, C.J. Fettig, N.E. Gillette, E.A. Hansen, J.L. Hayes, R.G. Kelsey, J.E. Lundquist, A.M. Lynch, R.A. Progar, and S.J. Seybold. 2008. USDA Forest Service bark beetle research in the western United States. Looking towards the future. *Journal of Forestry* 106:325-331.

<sup>42</sup> B.J. Bentz, J. Régnière, C.J. Fettig, E.M. Hansen, J.L. Hayes, J.A. Hicke, R.G. Kelsey, J.E. Lundquist, J.F. Negrón, and S.J. Seybold. 2010. Climate change and bark beetles of the western US and Canada: Direct and indirect effects. *BioScience* 60: 602–613.

the impacts caused by the major bark beetle species in the western United States<sup>43</sup>. Between 2012 and 2014, Forest Service scientists in the WBBRG published 102 scientific papers and reports on the subject area of western bark beetle biology, ecology, and management. They also organized 11 meetings or symposia and gave nearly 170 presentations on the topic. In particular, the WBBRG published the most thorough synthesis of current knowledge about any bark beetle in North America<sup>44</sup>. This special issue published in *Forest Science* included 10 papers concerning different aspects of the biology, ecology, and management of mountain pine beetle:

- Applied chemical ecology
- Voltinism and life history characteristics
- Phoretic symbionts
- Landscape dynamics
- Forest development and carbon dynamics after outbreaks
- Ecological consequences of outbreaks on wildlife
- Interactions with fires and forest fuels
- Mountain pine beetle-killed lodgepole pine for the production of submicron lignocellulose fibrils
- Management practices
- Consequences of management decisions

In the future, research efforts will focus on developing strategies to reduce the impact of new outbreaks and mitigate the negative effects arising from forest mortality that has already occurred. These efforts include: (1) strategies for mitigating tree hazards to people and community infrastructure; (2) improving the ability of fuel and fire behavior models to map fire hazards due to bark beetles; (3) exploring pest management treatments for beetle control; and (4) improving our understanding of the effects of increased vegetation diversity, thinning and, disturbance agents on the population dynamics of various bark beetle species.

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<sup>43</sup> <http://www.fs.fed.us/wwetac/projects/lundquist2.html>

<sup>44</sup> Negrón, J.F., and C.J. Fettig. 2014. Mountain pine beetle, a major disturbance agent in US western coniferous forests: A synthesis of the state of knowledge. *Forest Science* 60:409–413.

**Forest Service Funding for Biomass, Wood Products, Wood Energy, and the Wood Education and Resource Center**  
(dollars in thousands)

	<b>Budget Line Item</b>	<b>FY 2015 Actual</b>	<b>FY 2016 Enacted</b>	<b>FY 2017 Estimates</b>
Biomass Production	Forest Products	\$4,250	\$5,000	\$5,000*
	Integrated Resource Restoration	750	-	-
Bioenergy & Biobased Products Research	Research and Development	11,511	11,924	11,757
Wood Innovations: Wood Energy and Wood Products Markets	Hazardous Fuels	8,450**	10,000**	10,000**
Geographically Target Wood Utilization	Hazardous Fuels	775	2,500	2,500
Expanded Use of Wood in Green Building	Hazardous Fuels	775	2,500	2,500
Wood Education and Resource Center (WERC)	Forest Stewardship, Urban Forestry, Forest Health, State fire Assistance and Hazardous Fuels***	960	960	960
<b>Total</b>		<b>\$27,471</b>	<b>\$32,884</b>	<b>\$33,717</b>

\*This includes funding for the national target of 2.5 million green tons of biomass and funding for wood supply assessments.

\*\* Administered by Regions/Area with support from the Forest Products Laboratory.

\*\*\*A mix of funds is provided to the Wood Education and Resource Center to address hardwood industry issues related to the 35-state eastern hardwood region and to develop markets for underutilized hardwoods and softwoods in the region.

Other participating USDA agencies provide the bulk of funding for the USDA Wood to Energy Initiative. The Forest Service is increasing its investment in this work, but our primary focus is delivering subject matter expertise and technical assistance.

**FY 2017**

Forest Service’s emphasis on biomass, wood products, and wood energy encourages market development for woody biomass and provides high quality data to inform business decisions. The work planned for FY 2017 is primarily structured around the USDA Wood to Energy Initiative. We will continue to support and develop sustainable management and wood utilization technologies and practices to effectively integrate biomass production into forest management activities. The following describes the work to be accomplished with respect to each of the items listed in the table above.

Biomass Production

In FY 2015 the Forest Service continued to help the Farm Services Agency implement the Biomass Crop Assistance Program (BCAP), which provides eligible farmers, ranchers, and foresters with an incentive to harvest forest and agricultural residues and deliver them to qualified energy facilities. The program provided transportation subsidies to loggers and energy facilities for the removal and delivery of biomass for energy generation.

The delivery of these residues advanced an important component of the restoration activities occurring on National Forest System Lands.

Across the National Forest System, 2.38 million green tons of biomass were harvested and made available for bio-energy production in FY 2015. Highlights of biomass production on NFS lands in FY 2015 include:

- In the Northern Sierra Nevadas, the Burney Hat Creek Basins project made nearly 30,000 green tons from small diameter and low value trees available for bio-energy production. Due to the continued biomass supply off this Collaborative Forest Landscape Restoration project, Hat Creek Construction & Materials (HCC) seeks to develop a 3MW community-scale bioenergy facility on their site, located in Burney, California. The Burney-Hat Creek Bioenergy Facility (“The Project”) will sustain local jobs, support sustainable forest management practices, and promote renewable energy production.
- The Southern Blues Restoration Coalition project on the Malheur National Forest in Oregon made 10,700 green tons of biomass available for bio-energy production in FY 2015. Negotiations have also begun on a potential biomass plant to be located in John Day, Oregon which could utilize 130,000 tons of biomass towards energy production each year. Once built, this plant would greatly expand the demand for biomass from the Southern Blues project.
- The Four Forest Restoration Initiative in Arizona is a large scale restoration effort covering 2.4 million acres. The project is primarily working with small-diameter, low-value wood products and biomass. In FY 2015 4FRI made 96,810 green tons of biomass available for bio-energy production. The new business in the 4FRI area called NovoStar, which combines manufacturing capability and a cogeneration plant, has the potential to expand biomass use further. Novo Star is taking material from national forest, state and private land projects. With the addition of the sawmill at the cogeneration plant, Novo Star has added 22 additional jobs to the existing 38 employees that work in the Novo Power cogeneration plant, now totaling 60 direct hires at the plant.

#### Bioenergy and Biobased Products Research

We will continue to provide more accurate national and regional feedstock availability projections; models to assist in bioenergy facility site selection; sustainable management systems, options, and practices for forest bioenergy feedstocks; logistics and decision support tools to improve treatment, harvest, and transport efficiency; integrated models of land use patterns and bioenergy markets; and life cycle analysis and assessment tools for forest bioenergy and bioproducts supply chains.

We will continue the development of wood-based biofuels, chemicals, and products that substitute for petroleum-based materials, including developing biomass deconstruction science and technology, conversion technologies for wood-based liquid fuels, including drop-in fuels, and science and technology for manufacturing chemicals and other co-products from biomass-to-energy conversion.

- Wood Innovations: Wood Energy and Wood Products Markets

In 2014, the Forest Service established the Wood Innovations initiative to strategically expand wood products and wood energy markets that support forest management and deliver economic and environmental benefits to communities. Much of this effort is funded through grants and cooperative agreements awarded annually to diverse organizations across the country, such as States, Tribes, businesses, local governments, and non-profits. Grant amounts are typically up to \$250,000 and all grantees must provide a 35 percent match. This competitive funding opportunity will continue in 2017.

Since 2013, 20 States have established Statewide Wood Energy Teams through Forest Service cooperative agreements to expand wood energy markets. In total, our agency has invested roughly \$4.9 million and States have contributed roughly \$6.6 million to support these teams for up to three years. This funding has leveraged substantial private investment, created local jobs, supported forest health priorities, and improved local economies through conversion of existing and new facilities to wood energy. Five States have also entered into cooperative agreements with the Forest Service to establish Statewide Wood Utilization Teams designed to expand traditional and innovative wood products. These teams have been extremely effective in identifying successful opportunities in the highest priority areas of each State. They provide technical assistance and seed money for projects, but also get projects ready for competitive funding through Wood Innovations, Rural Development, or other funding opportunities. In 2017, we expect continued enthusiasm by States and partners to advance wood energy and wood products markets. We also anticipate a dramatic increase in the expansion of cross laminated timber use in commercial building construction in the United States.

- Wood Innovations: Wood Energy and Wood Products Markets: Expand Wood Products Markets - In 2016, the Forest Service will issue grants to expand wood products markets in traditional and emerging sectors to support forest management needs on National Forest System and other forest lands. Preference will be given to projects that make use of wood generated from National Forest System and other forest lands with high wildfire risk or projects that support commercial building markets or other markets that use innovative wood products. Grant amounts will not exceed \$250,000 in most cases and all grantees must provide a 35 percent match.
- Geographically Target Wood Utilization - This program, in conjunction with geographically-focused hazardous fuels work, will support wood utilization to reduce treatment costs through technical assistance, grants, and cooperative agreements, if specific needs are identified.
- Expand the use of Wood in the Commercial Building Sector - Engineered wood products and innovative building designs for commercial high rise buildings are opening extensive new markets for the conversion of relatively low-value small dimension lumber into higher-value structural materials. This new market has the potential to produce significant benefits for climate change; energy conservation; and the reduction of costs for hazardous fuels

reduction, forest restoration, and other forest treatments. This promising market promotes the storage of carbon in long-lived building materials by “making big wood out of small wood,” reduces the amount of energy needed for building construction, and generates a higher monetary value for wood. Funding will be used to work with architects, engineers, developers, and others to increase the use of wood construction materials, establish demonstration projects, conduct Life Cycle Assessments, and pursue Environmental Product Declarations, if specific needs are identified.

#### Wood Education and Resource Center

The Wood Education and Resource Center (WERC) was started in 1999 when legislation was enacted authorizing the Forest Service to assume operation of the former Robert C. Byrd Hardwood Technology Center (RCBHTC) in Princeton, West Virginia. Under Forest Service management, WERC focuses on primary and secondary wood processing, woody biomass utilization using multidisciplinary approaches, efficient utilization of urban tree removals, partnerships to solve forest products related issues, as well as the following activities:

- Maintaining and expanding a competitive hardwood industry that provides jobs and markets for local community needs
- Increasing communication, cooperation, and collaborative problem solving within the forest products industry
- Supporting woody biomass utilization for energy
- Advancing market development and utilization of trees affected by insects, diseases, and weather events
- Supporting appropriate green building initiatives and carbon storage in wood products

WERC programs help maintain and improve wood industry productivity and competitiveness in a sustainable manner within the 35 states of the eastern hardwood region. Viable wood products markets enable sustainable forest management on private, State, and Federal lands. WERC staff includes a Biomass Coordinator position to provide leadership for woody biomass-to-energy efforts across the State & Private Forestry’s Northeastern Area. WERC’s biomass coordination efforts have resulted in a partnership with several engineering consultants that provide preliminary assessments of energy system conversions. These are completed for schools, hospitals, office, and business facilities.

#### Past Performance

The Forest Service has a long history of success in encouraging the expansion of wood products and wood energy markets, but sees a more urgent need to support these goals. Selected accomplishments include the following.

- In FY 2015, Forest Service awarded roughly \$9 million in Wood Innovation grants to stimulate widespread use of wood residues for renewable energy, wood products, and innovative commercial building materials to support management of National Forest System lands and other lands with significant forest restoration needs, especially those with elevated hazardous fuels conditions. These federal funds leveraged \$22 million in partner investments.

- The Wood Education and Resource Center (WERC) plays a critical role in keeping forest-related businesses in business. In FY 2015, WERC was involved with 14 workshops or webinars primarily for industry, prepared or reviewed 40 woody biomass feasibility studies for facility owners, and administered the national Wood Innovations funding program.
- In FY 2015, the Agency produced 2.38 million green tons of biomass from NFS lands for use in bio-energy production.
- In FY 2015, Forest Service Research and Development (R&D) scientists produced more than 85 publications and presentations advancing science and technology in biomass production and management systems, biofuels and bioproducts, and decision support and policy analysis.
- Forest Service R&D scientists partnered with Iowa State University to assess the provision of biomass and carbon ecosystem services of purpose-grown woody crops in the Midwest. The research synthesized information about the potential of poplars to provide multiple ecosystem services on varying soil and climate conditions across landscape gradients from urban to rural areas. (<http://www.treesearch.fs.fed.us/pubs/49609>)
- Forest Service R&D scientists partnered with Tucker Engineering Associates to compare the life-cycle impacts associated with generating electricity from synthesis gas produced from a new distributed-scale thermochemical conversion system using whole-tree wood chips as feedstock to coal and natural gas electricity. (<http://www.treesearch.fs.fed.us/pubs/48595>)
- Forest Service R&D scientists produced an eBook that addresses rural Alaskans' needs for a sustainable, reliable source of local energy. It is designed to engage communities in the discussion and empower them in determining the best choices for meeting their energy needs (<http://woodenergyproject.com/handbooks.html>). The companion Wood Energy Financial Calculator allows users to estimate capital investment costs to facilitate project design and screening across a variety of wood energy options. (<http://woodenergyproject.com/calculator/>)

**Chief’s Reserve Fund**

**Background**

This exhibit is required by P.L. 109-54, House Report 109-80, page 151, Administrative Provisions, which directed:

The Committee also requests that future budget justification displays on this fund include a complete presentation of spending from the fund during the most recent complete fiscal year, with a brief explanation why the uses were indeed important, unanticipated, and appropriate.

**Overview**

The Chief’s Reserve Fund (CRF) is managed by the Chief’s Office to fund emergencies or unforeseen events that occur throughout the fiscal year. This reserve fund allows units to respond quickly to unplanned urgent work without impacting the planned program of work.

**FY 2017 Program**

At the Chief’s discretion, funds from this reserve are available for unplanned and/or emergency circumstances. Requests are evaluated against criteria including the urgent nature of the event, relevance of proposed use to priorities, other funding source considerations, and risks from being unfunded. Requests must be for work or projects exceeding \$25,000. Initial fund mixes are determined at the beginning of the fiscal year, but may be remixed during the year to meet unanticipated needs. Funds are only spent in accordance with the purposes for which they were appropriated. Unused funds are distributed to the Regions, Stations, and Northeastern Area as carryover in the following year.

**FY 2015 to FY 2017 Funding**  
*(dollars in thousands)*

<b>FY 2015 Actual</b>	<b>FY 2016 Enacted Budget</b>	<b>FY 2017 Estimates</b>
\$6,318	\$6,318	\$6,318

**Past Performance**

In FY 2015, CRF funds were approved for some unplanned projects and provided additional funding for others. Total program amounts assessed and obligated in FY 2015 are illustrated in the table below.

**FY 2015 Program Amounts***(dollars in thousands)*

<b>FY 2015 Program</b>	<b>Approved</b>
Forest & Rangeland Research	\$280
Forest Health Management-Cooperative Lands	126
Forest Health Management-Federal Lands	190
Forest Stewardship	79
Urban & Community Forestry	63
Land Management Planning	253
Inventory & Monitoring	505
Recreation, Heritage, & Wilderness	569
Wildlife & Fisheries Habitat Management	316
Grazing Management	126
Forest Products	569
Minerals & Geology Management	158
Vegetation & Watershed Management	569
Landownership Management	253
Law Enforcement Operations	131
Hazardous Fuels	253
Cooperative Fire Protection, State Fire Assistance	142
Preparedness	478
Suppression	406
Facilities	379
Roads	252
Trails	158
Infrastructure Improvement	63
<b>Total</b>	<b>\$6,317</b>

Projects funded by the Chief's Reserve Fund in FY 2015 include:

Spirit Lake Tunnel Project (\$640,000)

The CRF provided additional funding for critical maintenance needs for the Spirit Lake Outlet Tunnel in the Pacific Northwest Region 6. The Spirit Lake natural outlet was blocked by a debris flow as a result of the May 18, 1980 eruption of Mount Saint Helens. The decision in 1984 was to manage the lake level by constructing the Spirit Lake Outlet Tunnel. Annual inspection in 2014 discovered critical distress elements that required immediate attention in fiscal year 2015 as a failure of the Spirit Lake natural debris dam would result in far reaching impacts to downstream cities and well as states connected to the Columbia River. The US Army Corps of Engineers recommended immediate quarterly inspections, tunnel survey, update hydrologic and hydraulic modeling, a Potential Failure Modes analysis and Semi-Quantitative Risk Assessment, a tabletop exercise using the Emergency Action plan, and preparation of plans and specifications for an emergency interim repair should inspections indicate continued

deterioration of the tunnel. Costa associated with this work was estimated at \$920,000. The additional funding from the Chief Reserve Fund assisted the region in complying with USACE recommendations.

#### Implement Europay MasterCard and Visa Chip and PIN (\$1,031,200)

Executive Order 13681, signed on October 17, 2014 directed Federal agencies to implement Europay MasterCard and Visa Chin and PIN, a series of specifications that define a more secure method of payment. By October 1, 2015, Department of Treasury expected all Federal agencies to have Chip and PIN implemented or the agencies would assume financial responsibility for customer's plastic card information that could be compromised in a data breach. The funding from the Chief Reserve Fund assisted the agency in implementing the Chip and PIN technology.

#### Nanotech Feasibility Study (\$2,200,000)

Cellulose nanomaterials offer a revolutionary technology to create new jobs and strengthen America's forest-based economy as well as providing means to enable forests to remain healthy and sustainable through accelerated restoration. To this end, a commercial-scale demonstration facility in America is the next step as we strive to provide high value, high volume markets from lower value wood (i.e., hazardous fuel); cost-effective biomass use. Based on preliminary site visits, Yreka, California offers a logical location. Prior to any facility construction, two critical actions need to be completed during the next 18 to 24 months: five alternative cellulose nanomaterial production pilot trials with associated preliminary facility cost studies followed by a comprehensive in depth feasibility study for the preferred alternative. About \$2.2 million is required for these two actions. The funding from the Chief Reserve Fund assisted the Forest Products Laboratory and the Pacific Southwest Region, in fulfilling their key coordination role with a wide-range of other interests to ensure these next steps are effectively achieved.

## Conservation Education

### **Background**

This exhibit is not required by Congressional direction; however, it is included to provide information about this program, which is funded by multiple budget line items.

### **Overview**

Since 1905, the Forest Service has recognized a role and responsibility to educate people about management and conservation of our Nation's forests and grasslands. Increasingly, citizen knowledge of forests, sustainable ecosystems and cultural resources continues to be critical to the successful accomplishment of the Forest Service mission. The Forest Service provides expertise in science, land management, and outdoor experiences as the foundation of environmental literacy efforts.

Private landowners, local community leaders, elected officials, forest visitors, homeowners, students, and educators are among the audiences reached by Forest Service Conservation Education (CE) programs. Through these opportunities, the Forest Service plays an effective role in developing an environmentally literate citizenry more knowledgeable about how to sustain our Nation's forests and grasslands, public and private forests, for future generations. The goal is develop future generations of conservation leaders by connecting people to our Nation's forests and grasslands.

The Forest Service connects more than five million people each year with nature and public lands through its CE programs. CE teaches people about natural resource management and gives them the tools to make informed decisions and take action to sustain natural and cultural resources. CE efforts provide a full range of educational experiences, including awareness and knowledge-building, engagement, and action-based programs for youth, and their educators in classroom and non-formal settings.

The CE programs are delivered by a network of land managers, scientists, educators, and interpreters representing all branches of the agency, and are supported by extensive partnerships with nongovernmental organizations, State, Tribal, and local agencies, and educational institutions. Learning experiences include outdoor recreation and interpretive activities, formal school-based programs that adhere to national and local standards of learning, capacity building for educators, and service-learning projects. Some of the CE program focus areas include education about climate change, reconnecting children with nature, and preparing youth for jobs in the green economy.

### **FY 2017 Program**

In FY 2017, CE will continue to connect people to the outdoors through meaningful outdoors experiences and use the National Guidelines for Excellence as a guide to develop new programs and materials and to evaluate existing agency programs and materials. We will continue working through trusted professionals to connect children to nature and provide experiential learning opportunities. Conservation Education will continue to:

- Expand the Discover the Forest Campaign and strengthen capacity in social media, outreach to Hispanics and urban audiences and celebrating American cultural diversity.
- Support the agency's climate change emphasis area, specifically through climate change educational materials and "Green Schools!" activities.
- Support the agency's pollinator education, specifically through pollinator education materials for elementary and middle school students.
- Contribute to the general body of knowledge regarding the field of environmental education by continuing distribution of an updated Environmental Literacy in America report, and supporting the study of evaluation of environmental education programs.
- Foster first hand experiences in nature through innovative uses of technology.
- Build outreach to underserved populations, especially urban and Hispanic audiences, into our programs.
- Expand programming directed at early childhood populations.
- Support social media campaign, especially featuring Woodsy Owl.
- Develop the Forest Service Conservation Education distance learning programing with a unit on Grasslands.
- Use online technology to connect youth with nature with Agents of Discovery, a mobile gaming app. The game leads youth and their families on a trail or urban walk, while they are asked questions that lead to observation and learning about nature. Agents of Discovery games have been developed for several National Forest trails and the National Mall in DC. Plans are underway to develop the game for Forest Service sites designated as special places.
- Distribute an invasive species information guide to 4<sup>th</sup> and 5<sup>th</sup> grade teachers to generate awareness and initiate a dialog among children about invasive species and their impacts on nature and the economy.
- Produce and distribute *Natural Inquirer* and *Investi-gator* science journals for students.
- Encourage the expanded adoption of the revised Junior Snow Ranger program.
- Support the participation of underserved populations in environmental education events, such as Environmentors and the Envirothon.
- Support large event days such as National Public Lands Day.
- Outreach to Head Start to reach the early learner and underserved populations through Woodsy Owl themed materials. Studies show that outdoor play promotes young children's physical and emotional health and enhances their learning capabilities and brain function.
- Partner with the National Garden Clubs, Inc. for the Smokey Bear and Woodsy Owl poster contest. Annually, over 25,000 children nationwide participate in this contest.

### **Past Performance**

In 2015, the "Discover the Forest" campaign specifically targeted urban populations. The campaign encouraged them to reconnect with nature and our Nation's forests. A new set of Public Service Announcements (PSA's) was launched as a result of a private-public partnership between the Forest Service and the Ad Council. All of these assets encourage parents and their children to reconnect with nature. From FY 2008 through mid FY 2015, the campaign has received over \$309 million in donated media.

In FY 2015, over 7 million people participated in environmental education, recreation, and related literacy programs on public lands and waters to increase understanding of the natural world and its benefits to society.

### **Allocation and Integration**

CE is one of the most broadly integrated programs in the Forest Service and operates with an all-lands approach. The CE program in the national office supports field offices in the implementation of agency and Department priorities related to conservation education. At the national forest and Region/Station/Area levels, conservation education efforts are funded through leveraged investments of over a dozen agency programs including: Recreation, Heritage, and Wilderness; Watershed, Fish, Wildlife, Air, and Rare Plants; Forest and Rangeland Research; Forest Health Management; Urban and Community Forestry; Hazardous Fuels; and Wildfire Prevention.

### **Partnerships**

Partnerships are critical to the success of CE in the Forest Service. More than 2,500 individual organizations at the national, State, Tribal, and local levels help to ensure that Conservation Education efforts meet local needs through both financial and in-kind contributions that leverage the agency's investment of resources each year. The Forest Service creates and nurtures partnerships nationwide that provide technical assistance to the network of providers across the agency and improve our outreach to diverse, underserved, and urban populations. The Discover the Forest Campaign, developed in partnership with the Ad Council, has leveraged a Forest Service \$8.15 million investment over the past 6 and 1/2 years to provide over \$309 million in donated media exposure for this outreach campaign.

CE and its partners also fund many other new and ongoing projects, including:

- The *Natural Inquirer* journals where scientists share their research with students;
- Smokey Bear and Woodsy Owl, America's conservation icons whose messages continue to resonate with youth;
- Nature Explore classrooms and learning spaces to connect children with nature in economically disadvantaged urban areas;
- The Green Schools! program, designed to raise environmental literacy;
- The Envirothon, which develops an understanding of the principles and practices of natural resource management and ecology in young people through practice dealing with complex resource management decisions; and
- Hands on the Land, a national network of field classrooms that connects students, teachers, and parents to their public lands and waterways.

## Cost Pool Totals (both Direct and Indirect)

**Background**

This exhibit is required by P.L. 107-63, 115 Stat. 452, as follows:

The Forest Service shall fund indirect expenses, that is expenses not directly related to specific programs or to the accomplishment of specific work on-the-ground, from any funds available to the Forest Service: Provided, that the Forest Service shall implement and adhere to the definitions of indirect expenditures established pursuant to Public Law 105-277 on a nationwide basis without flexibility for modification by any organizational level except the Washington Office, and when changed by the Washington Office, such changes in definition shall be reported in budget requests submitted by the Forest Service: Provided further, that the Forest Service shall provide in all future budget justifications, planned indirect expenditures in accordance with the definitions, summarized and displayed to the Regional, Station, Area, and detached unit office level. The justification shall display the estimated source and amount of indirect expenditures, by expanded budget line item, of funds in the agency's annual budget justification. The display shall include appropriated funds and the Knutson-Vandenberg, Brush Disposal, Cooperative Work-Other, and Salvage Sale funds. Changes between estimated and actual indirect expenditures shall be reported in subsequent budget justifications.

**Overview**

Cost pool expenses support every Forest Service employee at every level of the agency. Cost pools are a financial management tool. The purpose is to allocate funding for items directly related to delivery of Forest Service programs that are not directly related to a specific program. Cost pools fund line officers' salaries (e.g. District Rangers) and expenses, administrative support, information technology, human resources, computers, telephones, rent, utilities, and other common services.

The Forest Service receives appropriations by program and does not receive a general administration or management appropriation. Cost pools are not a source for funding, but are a mechanism to charge expenses that cannot reasonably be charged directly to a single program. The cost pools are designed to maintain accurate reporting of the true costs by program, by having each program contribute into the cost pools an amount based on its share of indirect, support, and common services charges.

Appropriate application of cost pools allows the Forest Service to accurately reflect the cost of doing business in compliance with the federal financial reporting standards articulated by the Federal Accounting Standards Advisory Board (FASAB). Accurately reflecting the true cost of doing business improves the government's ability to account for public funds, provides information for evaluating agency costs, accomplishments, and impacts of accomplishments, and provides a basis to assess agency financial systems and controls.

**Direct and Indirect Costs**

Forest Service definitions of direct and indirect costs are consistent with FASAB Statement #4. The agency published the definitions in the FY 2000 Budget Justification. The Department of Agriculture Chief Financial Officer and the Office of Management and Budget cleared, and the Government Accountability Office, United States Department of Commerce's Office of Inspector General and Office of General Counsel, and the Department of Justice reviewed the definitions prior to publishing.

Direct Costs

Direct costs are specifically identified with the delivery of a program or a program's accomplishments. Direct costs include expenses associated with employees working directly on the production of an output. Program management is an integral cost of the production of an output and therefore is included as a direct cost. Direct costs might also include costs not associated with employees involved in the production of output(s), such as office and other facility space, computer equipment, and utilities, as well as materials, supplies, and equipment. Direct costs are generally charged directly to a single primary purpose budget line item.

Indirect Costs

Indirect costs are costs that are necessary for the operation of the Forest Service as an organization but are not traceable to any specific outputs. These include Legislative and Public Communication, Ongoing Business Services, and Common Services (cost pools 3, 4, and the indirect portion of cost pool 5).

**Cost Pools**

For management and tracking purposes, categories of similar expenses are combined into five cost pools. Cost pools 1 and 2 track those expenses defined as direct costs, cost pools 3 and 4 include those expenses classified as indirect costs, and cost pool 5 includes both indirect and direct components.

The terms cost pool 6 and cost pool 7 have been previously used to describe the pooled costs for Office of Workers' Compensation Programs (OWCP) and Unemployment Compensation Insurance (UCI) respectively. Please see the section on Other Pooled Costs below for more details.

There is no cost pool 8.

Cost pool 9 collects facilities maintenance assessment funds and assesses Forest Service programs separately from pools 1 through 5.

In addition to being a cost allocation mechanism, cost pools also serve as an accounting tool, providing the Forest Service with financial data on categories of similar expenses. This permits the Forest Service to plan for and manage support, indirect and direct pool costs at different levels of the organization. A description of these pools and their associated costs are listed below.

### Cost Pool 1 - General Management

This cost pool includes salaries, associated employee benefits, and related costs for general line managers and officers (including secretarial staff) at the Washington Office (WO), Regions/Stations/Area (R/S/A), national forest, and ranger district levels. In addition, union officials, civil rights positions, and safety officers are included in Cost Pool 1 to show their direct connection and link to line management. Related costs include uniforms, travel, transfer of station, vehicles, cell phones for the positions that charge to this cost pool, specialized supplies and equipment, and discretionary expenses associated with these positions. Cost Pool 1 consists entirely of direct costs and is based on total Full Time Equivalents (FTEs) charged in the previous 12 months.

### Cost Pool 2 - Direct Project Approved Activities

This cost pool includes salaries, benefits, and related costs for a limited set of nationally designated cross-cutting projects, currently limited to Conservation Education, Tribal Relations, Freedom of Information Act, Resource Advisory Council administration, and Grey Towers. Cost Pool 2 consists entirely of direct costs. It is based on total FTEs charged in the previous 12 months.

### Cost Pool 3 - Legislative and Public Communications

This cost pool includes salaries, associated employee benefits, and related costs for public affairs, and legislative liaisons at the WO, R/S/A, national forest, and ranger district levels. Related costs include uniforms, travel, transfer of station, vehicles, cell phones for the positions that charge to this cost pool, specialized supplies and equipment, and discretionary expenses associated with these positions. Cost Pool 3 consists entirely of indirect costs and is based on total FTEs charged in the previous 12 months.

### Cost Pool 4 - Ongoing Business Services

Cost Pool 4 includes salaries, associated employee benefits, and related costs for business operations at the WO, R/S/A, national forest, and ranger district levels. Business operations include budget, finance, acquisition, human capital management, some procurement and grants and agreements, general receptionists and information systems management. Cost Pool 4 consists entirely of indirect costs and is based on total FTEs charged in the previous 12 months.

### Cost Pool 5 - Common Services

This cost pool generally includes rent, utilities, corporate communications, equipment, supplies, radios, and corporate computer and phone related expenses for all employees. Cost Pool 5 consists of both indirect and direct pool costs. The distribution of costs in pool 5 is based on FTEs for permanent employees only; the division between direct and indirect costs is based on the ratio of direct to indirect employees. For example, if the common services for a unit with 100 employees, consisting of 80 direct and 20 indirect, is \$500,000, then \$400,000 of these costs would be direct and \$100,000 would be indirect.

### Cost Pool 9 - Facilities Maintenance Assessment Fund

This cost pool contains the Facilities Maintenance Assessment Fund. This is a direct cost pool used to allocate facilities maintenance work funded by assessing each R/S/A based on gross square foot of facilities. These charges are then allocated by BLI using the same basis as Cost Pool 5 in compliance with the FY 2006 Appropriations Act and accompanying conference report language. Refer to the Facilities Maintenance Assessment Special Exhibit for more information.

### **Other Pooled Costs**

OWCP and UCI do not assess Forest Service programs. These are for required payments and unlike cost pools 1-5 and 9, are charged directly to a program and then pooled to make required payments out of a single BLI. These pooled costs are used as methods of payment, and are not mechanisms to allocate costs.

Both OWCP and UCI costs are charged directly to the program in which they were incurred. OWCP costs are distributed based on the work being performed at the time of the injury and UCI costs are distributed based on the work performed while employed.

### **Cost Allocations**

The Forest Service allocates indirect and direct pool costs among programs through the cost allocation process, which assesses each Forest Service budget line item a certain percentage of total cost pool expenses. Cost pools are generally allocated using direct labor hours (DLH). DLH are converted to FTEs; 1 FTE = 2,096 DLHs (the DLH number varies depending on the year). For cost pools 1 to 4, DLHs are used for all employees charging to direct costs (all employees includes those holding permanent, temporary, intermittent, and other types of positions).

This approach for Cost Pools 1 to 4 is used because these costs generally reflect the entire organization. For Cost Pools 5 and 9, only permanent employees DLHs are used, because these costs (rent, communication, utilities, etc.) are driven primarily by the need to support the permanent workforce. Planning estimates for OWCP and UCI are based on actual past cases. Because of their nature, the FTEs associated with supplemental, transfer, and emergency funds are dropped from the cost pools and are not used in calculating indirect costs.

The Forest Service uses cost allocation to charge expenses back to a single budget line item. Cost allocation is used for expenses that:

- are indirect (e.g., Cost Pools 3 and 4),
- simultaneously support multiple programs in a way that cannot be efficiently charged directly to a budget line item (BLI) (e.g., Cost Pools 1 and 2),
- involve multiple transactions that need to be summarized for payment purposes (e.g., OWCP and UCI), and
- are otherwise directed by congressional or administrative action (e.g., Cost Pool 9).

Cost allocation compliance review is performed to determine the consistency in which the field organization and the WO headquarters implement cost pool policy and to identify areas for

improvement. The agency uses the information gathered from the reviews to improve the cost allocation process and update cost allocation directions for the following fiscal year.

**FY 2017 Program Changes**

The FY 2017 President’s Budget proposes a ceiling of \$957 million for cost pool expenses. This level of cost pool funding represents a \$100 million decrease from FY 2012 levels. This reduction has been achieved through a variety of measures such as reduced management contracts, utilities, travel and training. Rent savings were realized through building consolidations. The Forest Service will continue to strive for efficiency and to keep cost pool expenses low.

**FY 2015 to FY 2017 Cost Pool (1-5) Assessments**  
*(dollars in thousands)*

<b>Budget Line Item</b>	<b>FY 2015 Enacted</b>	<b>FY 2016 Enacted</b>	<b>FY 2017 Estimates</b>
Cost Pool Assessment	\$957,000	\$957,000	\$957,000
Percent of Total Forest Service Budget	17.3%	15.6%	15.7%

**Forest Service Cost Pool Exhibits**

In FY 2017, the Forest Service is estimating that cost pools will be \$957,000,000, representing 15.7 percent of the FY 2017 President’s Budget. For an estimate of FY 2017 Total Cost Pool 1-5 Assessments by Budget Line Item, see Exhibit 1.

In FY 2015, the Forest Service estimated that \$957,000,000 would be charged to the cost pools, representing 17.3 percent of the Enacted Budget. Actual costs totaled \$945,126,975. For a comparison of FY 2015 Planned and Actual Cost Pool 1-5 Assessments and FY 2016 Estimated Cost Pool 1-5 Assessments by Budget Line Item, see Exhibit 2.

Actual cost pool expenditures decreased from \$967,000,000 in FY 2014 to \$945,126,975 in FY 2015. For a display of Cost Pool Actuals for FY 2014 and FY 2015 by Pool and Region, see Exhibit 3.

**Exhibit 1**

**Estimate of FY 2017 Total Cost Pool 1-5 Assessments by Budget Line Item**

(dollars in thousands)

<b>Budget Line Item</b>	<b>FY 2017 President's Budget</b>	<b>Estimated Total Cost Pool Assessments by BLI</b>	<b>Cost Pool Assessments as Percent of BLI</b>	<b>Amount Assessed as Percent of Total Cost Pools</b>
Forest and Rangeland Research	\$291,982	\$39,237	13.4%	4.1%
<b>Total Research</b>	<b>\$291,982</b>	<b>\$39,237</b>	<b>13.4%</b>	<b>4.1%</b>
Forest Health Fed Lands	\$51,382	\$9,570	18.6%	1.0%
Forest Health Coop Lands	40,678	4,785	11.8%	0.5%
Forest Stewardship	22,398	1,914	8.5%	0.2%
Forest Legacy	53,375	957	1.8%	0.1%
Urban and Community Forestry	23,686	1,914	8.1%	0.2%
International Forestry	8,000	957	12.0%	0.1%
<b>Total State and Private Forestry</b>	<b>\$199,519</b>	<b>\$20,097</b>	<b>10.1%</b>	<b>2.1%</b>
Collaborative Forest Landscape Restoration	40,000	11,484	28.7%	1.2%
Land Management Planning, Assessment, and Monitoring	183,928	39,237	21.3%	4.1%
Recreation, Heritage, and Wilderness	263,942	81,345	30.8%	8.5%
Wildlife & Fisheries Habitat Management	140,466	34,351	24.5%	3.6%
Grazing Management	50,000	16,269	32.5%	1.7%
Forest Products	339,130	103,555	30.5%	10.8%
Vegetation & Watershed Management	184,716	41,022	22.2%	4.3%
Minerals and Geology Management	77,569	18,183	23.4%	1.9%
Landownership Management	71,440	21,054	29.5%	2.2%
Law Enforcement Operations	131,630	18,183	13.8%	1.9%
<b>Total National Forest System</b>	<b>\$1,482,821</b>	<b>\$384,683</b>	<b>25.9%</b>	<b>40.2%</b>
Preparedness	\$1,232,620	\$251,691	20.4%	26.3%
Suppression	723,904	80,388	11.1%	8.4%
Hazardous Fuels	361,749	66,738	18.4%	7.0%
State Fire Assistance	78,000	1,914	2.5%	0.2%
<b>Total Wildland Fire</b>	<b>\$2,396,273</b>	<b>\$400,731</b>	<b>16.7%</b>	<b>41.9%</b>
Facilities	\$71,600	\$17,226	24.1%	1.8%
Roads	151,000	37,323	24.7%	3.9%
Trails	77,530	22,968	29.6%	2.4%
Legacy Roads & Trails	40,000	5,068	12.7%	0.5%
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$340,130</b>	<b>\$82,585</b>	<b>24.3%</b>	<b>8.6%</b>
Land Acquisition	\$47,500	\$1,914	4.0%	0.2%
<b>Total Land Acquisition</b>	<b>\$47,500</b>	<b>\$1,914</b>	<b>4.0%</b>	<b>0.2%</b>
Brush Disposal	\$12,048	\$2,871	23.8%	0.3%
Timber Salvage Sales	31,364	7,656	24.4%	0.8%
Cooperative Work, Knutson-Vandenburg Trust Fund	69,739	12,441	17.8%	1.3%
Reforestation Trust Fund	30,000	4,785	16.0%	0.5%
<b>Total Permanent and Trust Funds</b>	<b>\$143,151</b>	<b>\$27,753</b>	<b>19.4%</b>	<b>2.9%</b>
<b>Total Assessed BLI's</b>	<b>\$4,901,376</b>	<b>\$957,000</b>	<b>19.5%</b>	<b>99.4%</b>
<b>TOTAL FOREST SERVICE</b>	<b>\$6,109,721</b>	<b>\$957,000</b>	<b>15.7%</b>	<b>100.0%</b>

Only includes appropriations (BLIs) which will be assessed for cost pools 1-5 in FY 2017.

Supplemental, emergency, transfer, or Payments to States funds are not assessed for cost pools 1-5.

BD/KV/SSF budget amounts based upon FY 2016 RSA estimated obligation data

Exhibit 2

**Comparison of FY 2015 Planned and Actual Total Cost Pool Assessments 1-5 and  
FY 2016 Estimated Cost Pool 1-5 Assessments by Budget Line Item**  
*(dollars in thousands)*

Budget Line Item		FY 2015 Planned			FY2015 Actual			FY 2016 Planned			
		FY 2015 Enacted Budget	Estimated Cost Pools 1-5	Cost Pools as a Percent of BLI	FY 2015 Actual Cost Pools 1-5	Cost Pools as a Percent of BLI	Percent of Total FS Cost Pools 1-5	FY 2016 Enacted Budget	Estimated Cost Pools 1-5	Cost Pools as a Percent of BLI	Percent of Total FS Cost Pools 1-5
Fund	Prog										
Forest and Rangeland Research	FRRE	\$296,000	\$44,022	14.9%	\$43,476	14.7%	4.6%	\$291,000	\$39,237	13.5%	4.1%
<b>Total Research</b>		<b>\$296,000</b>	<b>\$44,022</b>	<b>14.9%</b>	<b>\$43,476</b>	<b>14.7%</b>	<b>4.6%</b>	<b>\$291,000</b>	<b>\$39,237</b>	<b>13.5%</b>	<b>4.1%</b>
Forest Health Fed Lands	SPFH	\$58,922	\$12,441	21.1%	\$12,287	20.9%	1.3%	\$58,922	\$9,570	16.2%	1.0%
Forest Health Coop Lands	SPCH	45,655	1,914	4.2%	\$1,890	4.1%	0.2%	40,678	4,785	11.8%	0.5%
Forest Stewardship	SPST	23,036	1,914	8.3%	\$1,890	8.2%	0.2%	23,036	1,914	8.3%	0.2%
Forest Legacy	LGCY	53,000	957	1.8%	\$945	1.8%	0.1%	62,347	957	1.5%	0.1%
Urban and Community Forestry	SPUF	28,040	1,914	6.8%	\$1,890	6.7%	0.2%	28,040	1,914	6.8%	0.2%
State Fire Assistance	SPCF	0	0	0.0%	\$0	0.0%	0.0%	0	0	0.0%	0.0%
Forest Resources Information and Analysis	SPIA	0	0	0.0%	\$0	0.0%	0.0%	0	0	0.0%	0.0%
International Forestry	SPIF	8,000	957	12.0%	\$945	11.8%	0.1%	8,000	957	12.0%	0.1%
<b>Total State &amp; Priv Forestry</b>		<b>\$216,653</b>	<b>\$20,097</b>	<b>9.3%</b>	<b>\$19,847</b>	<b>9.2%</b>	<b>2.1%</b>	<b>\$221,023</b>	<b>\$20,097</b>	<b>9.1%</b>	<b>2.1%</b>
Integrated Resource Restoration	NFRR	\$190,321	\$172,260	90.5%	\$26,464	13.9%	2.8%	\$186,244	\$187,572	100.7%	19.6%
Collaborative Forest Landscape Restoration	CFLN	40,000	10,527	26.3%	\$10,396	26.0%	1.1%	40,000	11,484	28.7%	1.2%
Land Management Planning, Assessment, and Monitoring	NFPN/NFIM	188,773	41,151	21.8%	\$40,640	21.5%	4.3%	184,996	39,237	21.2%	4.1%
Recreation, Heritage, and Wilderness	NFRW	261,719	86,130	32.9%	\$85,061	32.5%	9.0%	261,719	81,345	31.1%	8.5%
Wildlife and Fisheries Habitat Management	NFWF	109,106	0	0.0%	\$28,354	26.0%	3.0%	109,035	0	0.0%	0.0%
Grazing Management	NFRG	55,356	15,312	27.7%	\$15,122	27.3%	1.6%	56,856	16,269	28.6%	1.7%
Forest Products	NFTM	273,570	0	0.0%	\$78,446	28.7%	8.3%	294,245	0	0.0%	0.0%
Vegetation and Watershed Management	NFVW	134,135	0	0.0%	\$33,079	24.7%	3.5%	134,206	0	0.0%	0.0%
Minerals and Geology Management	NFMG	76,423	19,140	25.0%	\$18,903	24.7%	2.0%	76,423	18,183	23.8%	1.9%
Landownership Management	NFLM	77,730	21,054	27.1%	\$20,793	26.8%	2.2%	77,730	21,054	27.1%	2.2%
Law Enforcement Operations	NFLE	126,653	20,097	15.9%	\$19,848	15.7%	2.1%	126,653	18,183	14.4%	1.9%
<b>Total Nat. Forest System</b>		<b>\$1,533,786</b>	<b>\$385,671</b>	<b>25.1%</b>	<b>\$377,106</b>	<b>24.6%</b>	<b>39.9%</b>	<b>\$1,548,107</b>	<b>\$393,327</b>	<b>25.4%</b>	<b>41.1%</b>
Preparedness	WFPR	\$1,145,840	\$243,078	21.2%	\$240,062	21.0%	25.4%	\$1,082,620	\$251,691	23.2%	26.3%
Suppression	WFSU	708,000	87,087	12.3%	\$86,007	12.1%	9.1%	811,000	80,388	9.9%	8.4%
Hazardous Fuels Management	WFHF	333,672	66,990	20.1%	\$66,159	19.8%	7.0%	351,000	63,162	18.0%	6.6%
State Fire Assistance	WFCF	78,000	1,914	2.5%	\$1,890	2.4%	0.2%	78,000	1,914	2.5%	0.2%
<b>Total Wildland Fire</b>		<b>\$2,265,512</b>	<b>\$399,069</b>	<b>17.6%</b>	<b>\$394,118</b>	<b>17.4%</b>	<b>41.7%</b>	<b>\$2,322,620</b>	<b>\$397,155</b>	<b>17.1%</b>	<b>41.5%</b>
Facilities	CMFC	\$71,600	\$16,269	22.7%	\$16,067	22.4%	1.7%	\$71,390	\$17,226	24.1%	1.8%
Roads	CMRD	168,094	39,237	23.3%	\$38,750	23.1%	4.1%	172,094	37,323	21.7%	3.9%
Trails	CMTL	77,530	21,054	27.2%	\$20,793	26.8%	2.2%	77,530	22,968	29.6%	2.4%
Legacy Roads and Trails	CMLG	25,257	0	0.0%	\$3,781	15.0%	0.4%	25,257	0	0.0%	0.0%
<b>Total Capital Improve &amp; Maint</b>		<b>\$342,481</b>	<b>\$76,560</b>	<b>22.4%</b>	<b>\$79,391</b>	<b>23.2%</b>	<b>8.4%</b>	<b>\$346,271</b>	<b>\$77,517</b>	<b>22.4%</b>	<b>8.1%</b>
Land Acquisition	LALW	\$47,500	\$1,914	4.0%	\$1,890	4.0%	0.2%	\$63,435	\$1,914	3.0%	0.2%
<b>Total Land Acquisition</b>		<b>\$47,500</b>	<b>\$1,914</b>	<b>4.0%</b>	<b>\$1,890</b>	<b>4.0%</b>	<b>0.2%</b>	<b>\$63,435</b>	<b>\$1,914</b>	<b>3.0%</b>	<b>0.2%</b>
Brush Disposal	BDBD	\$12,048	\$1,914	15.9%	\$1,890	15.7%	0.2%	\$12,048	\$2,871	23.8%	0.3%
Timber Salvage Sales	SSSS	31,364	8,613	27.5%	\$8,506	27.1%	0.9%	31,364	7,656	24.4%	0.8%
Cooperative Work, Knutson-Vandenburg Trust Fund	CWKV	69,739	13,398	19.2%	\$13,232	19.0%	1.4%	69,739	12,441	17.8%	1.3%
Reforestation Trust Fund	RTRT	30,000	5,742	19.1%	\$5,671	18.9%	0.6%	30,000	4,785	16.0%	0.5%
<b>Total Permanent and Trust Funds</b>		<b>\$143,151</b>	<b>\$29,667</b>	<b>20.7%</b>	<b>\$29,299</b>	<b>20.5%</b>	<b>3.1%</b>	<b>\$143,151</b>	<b>\$27,753</b>	<b>19.4%</b>	<b>2.9%</b>
<b>Total Assessed BLI's</b>		<b>\$4,845,083</b>	<b>\$957,000</b>	<b>19.8%</b>	<b>\$945,127</b>	<b>19.5%</b>	<b>100.0%</b>	<b>\$4,935,607</b>	<b>\$957,000</b>	<b>19.4%</b>	<b>100.0%</b>
<b>TOTAL FOREST SERVICE</b>		<b>\$5,516,303</b>	<b>\$957,000</b>	<b>17.3%</b>	<b>\$945,127</b>	<b>17.1%</b>	<b>100.0%</b>	<b>\$6,122,386</b>	<b>\$957,000</b>	<b>15.6%</b>	<b>100.0%</b>

*Only includes appropriations (BLIs) which were assessed for cost pools 1-5.  
Supplemental, emergency, transfer, or Payments to States funds are not assessed for cost pools 1-5.  
Displays BLI's after transfers for the Integrated Resource Restoration pilot.  
BD/KV/SSF budget amounts based upon FY 2016 RSA estimated obligation data*

**Exhibit 3****Cost Pool Expenditures for FY 2014 and FY 2015 by Pool and Region***(dollars in thousands)*

Cost Pool		FY 2014	FY 2015
Cost Pool 1	General Management	\$161,636	\$162,176
Cost Pool 2	Direct Project Approved Activities	13,492	13,503
Cost Pool 3	Legislative and Public Communications	34,344	32,937
Cost Pool 4	Ongoing Business Services	345,965	345,840
Cost Pool 5	Common Services	411,564	390,671
<b>TOTAL COST POOL EXPENDITURES</b>		<b>\$967,000</b>	<b>\$945,127</b>

Region/Station/Area		FY 2014	FY 2015
Region 1	Northern	\$41,975	\$41,515
Region 2	Rocky Mountain	37,237	36,509
Region 3	Southwestern	41,203	41,204
Region 4	Intermountain	41,943	41,355
Region 5	Pacific Southwest	63,880	64,050
Region 6	Pacific Northwest	71,906	70,718
Region 8	Southern	45,673	44,833
Region 9	Eastern	40,140	38,324
Region 10	Alaska	16,890	16,607
Region 12	International Institute of Tropical Forestry	1,485	1,407
Region 13	Washington Office-HQ	75,901	71,968
Region 14	Chief's Reserve	0	0
Region 15	National Operations	101,283	105,574
Region 17	Accounting Adjustments		
Region 25	Central Business Services	385,879	369,372
Region 26	Pacific Northwest Research Station	189	213
Region 42	Northeastern Area	1,416	1,478
<b>TOTAL COST POOL EXPENDITURES</b>		<b>\$967,000</b>	<b>\$945,127</b>

*Region 13 Washington Office –HQ funds support staff, programs, operations, and facilities of the National Headquarters office located in Washington, D.C. and units considered attached to the National Headquarters and includes the National Interagency Fire Center (NIFC); NIFC Aircraft Working Capital Fund; Geospatial- Salt Lake City; the National Advisory Resource Technical Center; the Chief's Office; Washington Office Operations and Common Services; Washington Office National Forest System, State and Private Forestry, and Research; International Forestry; Chief Financial Officer; Law Enforcement and Investigations; San Dimas Technology and Development Center; Missoula Technology and Development Center; and Working Capital Fund.*

*Region 15 National Operations funds are held and allocated at the national level and support work and programs nationwide such as FLAME, Law Enforcement, and portions of other funds including USDA Working Capital Fund National Services, National Operations, Budget and Finance Service Wide Cost Pools, Grey Towers, Facilities Maintenance Cost Pool, and other Service Wide Cost Pools.*

*Region 25 Central Business Services include Albuquerque Service Center (ASC) Budget & Finance, ASC Human Resources, Chief Information Officer, IT – Information Solutions Organization, Acquisition Management Support for IT & Fire, and Competitive Sourcing and Business Process Reengineering Implementation Unit.*

## Deferred Maintenance and Asset Management

### Background

This special exhibit is included to address requirements of P.L. 111-88 House Report 111-80 page 132, which directed: “The Committee notes that the budget justification indicates a deferred maintenance backlog. The Forest Service should continue to update this information in its future budget requests.”

### Overview

Deferred maintenance is maintenance scheduled to be performed on an asset that was delayed due to a backlog of priority work, funding availability, or other reasons. Repairs, replacements, and rehabilitation to restore functionality are actions that can be taken to preserve an asset so that it continues to provide acceptable service and achieve its expected lifespan. Maintenance excludes activities aimed at expanding the capacity of an asset or otherwise upgrading it to service needs different from those originally intended.

Over the past decade, the Forest Service has implemented a national effort to collect detailed data on infrastructure condition and maintenance and improvement needs. This effort was initiated in response to both financial reporting requirements and direction from Congress, but has also shown significant value in support of additional agency priorities.

The Forest Service uses condition surveys to estimate deferred maintenance on all major classes of its property, plants, and equipment. No deferred maintenance exists for fleet vehicles and computers. Deferred maintenance estimates for most assets are based on condition surveys performed on a five-year maximum revolving schedule, with the exception of the Bridges Asset Class which is on a two-year maximum revolving schedule. To date, surveys of all administrative buildings, dams, bridges, roads open to passenger cars, and recreation sites have been accomplished. The agency’s deferred maintenance for the national forest passenger car road system (Maintenance Levels 3 through 5) is determined annually from random sample surveys providing a 90 percent level of confidence.

Specific programmatic tools in support of asset management include:

#### Asset Management Planning

Executive Order 13327 - “*Federal Real Property Asset Management*” established a framework for improved use and management of real property owned, leased, or managed by the Federal Government. The agency recognizes the importance of real property resources and has increased management attention and established clear goals, objectives, policies, and levels of accountability. We expect to implement active management of our infrastructure portfolio based upon asset management principles established by the Office of Management and Budget.

All facility projects exceeding the General Services Administration prospectus level (\$2.79 million) and up to \$10 million are reviewed by a Forest Service Asset Management Review Board (Forest Service-AMRB). Similarly, projects exceeding \$10 million are reviewed by both

the Forest Service-AMRB and USDA-AMRB. All projects proposed for Deferred Maintenance funding are reviewed and prioritized by the Forest Service-AMRB.

We continue to evaluate the road management objective levels for each road in our system through site specific project analysis utilizing the Travel Analysis Process. Our goals are to operate and maintain a road system that is financially sustainable and consistent with forest land management plan objectives, and to align funds to address critical deferred maintenance.

Facility Master Planning

Forest Service field units continue to complete or update their facility master plans which identify fire, administrative, research, visitor center, and recreation facilities for decommissioning, retention, alternate use, or acquisition. These plans will be used to actively manage the facility inventory and decommission unneeded facilities.

For recreation sites, such as campgrounds, units are taking advantage of a range of tools, including limited national funding for demolition and disposal, to both work towards financially sustainable recreation programs at the local level and ultimately reduce the deferred maintenance backlog. Regions and forests continue to implement Recreation Facility Analysis recommendations as a guide to help reposition the recreation sites program to better meet the current and future needs of recreation visitors.

Forest Service Facility Realignment and Enhancement Act

In FY 2006, the Forest Service Facility Realignment and Enhancement Act (Title V, Appropriations Act, P.L. 109-54) was enacted. This legislation authorizes the sale of unneeded administrative sites and the use of receipts for acquisition, maintenance, reconstruction, and construction of administrative infrastructure, creating incentives to dispose of these unneeded facilities. To date, activities under this authority, including pilot projects authorized under P.L. 107-63, Section 329 as amended, have generated over \$69 million in revenues and reduced facilities deferred maintenance by more than \$23 million.

<b>The Forest Service Facility Realignment Enhancement Act Outcomes</b> <i>(dollars in thousands)</i>		
<b>Fiscal Year</b>	<b>Receipts</b>	<b>Deferred Maintenance Reduction</b>
2004-2014	\$66,357	\$23,304
2015	\$3,026	
<b>Total</b>	<b>\$69,363</b>	<b>\$23,304</b>

The Forest Service Facility Realignment and Enhancement Act (see Authorities below) expires September 30, 2016, and the program will be funded in FY 2017 with proceeds retained in FY 2016. Retaining proceeds from these conveyances has provided the Forest Service with funds for maintenance, rehabilitation, and construction for specified projects, while we continue to right-size the agency’s real property portfolio.

Facilities Maintenance Assessment

Beginning in FY 2006, the Department of the Interior, Environment, and Related Agencies Appropriations Act of 2006 authorized the agency to assess all funds available to the agency for the purpose of performing facilities maintenance on fire, administrative, and other facilities and major visitor centers (Title III, Administrative Provisions, P.L. 109-54). Using a program assessment to fund facility maintenance provides an incentive to identify and invest in only those facilities that are needed to accomplish the agency's mission, dispose of unneeded buildings, and exercise restraint on starting new construction because the cost of facilities maintenance is borne by an assessment of program funds. In FY 2017, we plan to assess \$65 million for maintenance, which is an increase of \$10 million allowed in FY 2015. Refer to the Facility Assessment Special Exhibit for additional information.

The table below displays facilities maintenance - Cost Pool 09 (CP09) by Budget Line Item (BLI) for FY 2015.

**FY 2015 Facilities Maintenance (CP09) Assessment by Budget Line Item**  
(dollars in thousands)

BLI Description	BLI	FY 2015 Facilities Maintenance Assessment
<b>Forest &amp; Rangeland Research</b>		
<b>Total Forest &amp; Rangeland Research</b>	<b>FRRE</b>	<b>\$3,960</b>
<b>State &amp; Private Forestry</b>		
Forest Stewardship	SPST	55
Forest Health Mgmt - Cooperative Lands	SPCH	110
Forest Health Mgmt - Federal Lands	SPFH	660
Urban and Community Forestry	SPUF	55
<b>Total State &amp; Private Forestry</b>		<b>\$880</b>
<b>National Forest System</b>		
Collaborative Forest Landscape Restoration	CFLN	605
Land Management Planning	NFPN	605
Grazing Management	NFRG	1,045
Forest Products	NFTM	5,170
Inventory & Monitoring	NFIM	1,705
Landownership Management	NFLM	1,430
Minerals and Geology Management	NFMG	1,210
Recreation, Heritage, & Wilderness	NFRW	5,225
Integrated Resource Restoration	NFRR	4,015
Wildlife and Fisheries Habitat Management	NFWF	1,925
Vegetation and Watershed Management	NFVW	2,035
Subsistence Management - Alaska	SMSM	0
Unit Recreation Enhancement	FDDS	0
<b>Total National Forest System</b>		<b>\$24,970</b>
<b>Capital Improvement and Maintenance</b>		
Facilities	CMFC	\$1,045
Roads	CMRD	\$2,640
Trails	CMTL	\$1,210
Legacy Road Remediation	CMLG	\$220
<b>Total Capital Improvement and Maintenance</b>		<b>\$5,115</b>
<b>Land Acquisition</b>		
<b>Total Land Acquisition</b>	<b>LALW</b>	<b>\$110</b>
<b>Wildland Fire Management</b>		
Preparedness	WFPR	13,915
Hazardous Fuels Reduction	WFHF	4,070
Coop Fire Plan - State Fire Assistance	WFCF	55
<b>Total Wildland Fire Management</b>		<b>\$18,040</b>
<b>Permanent Appropriations</b>		
Brush Disposal	BDBD	110
Timber Salvage Sales	SSSS	5605
<b>Total Permanent Appropriations</b>		<b>\$5715</b>

**FY 2015 Facilities Maintenance (CP09) Assessment by Budget Line Item**  
(dollars in thousands)

BLI Description	BLI	FY 2015 Facilities Maintenance Assessment
<b>Trust Fund Appropriations</b>		
Cooperative Work – Knutson-Vandenberg	CWKV	\$825
Reforestation Trust Fund	RTRT	385
<b>Total Trust Fund Appropriations</b>		<b>\$1,210</b>
<b>TOTAL</b>		<b>\$55,000</b>

The table below displays deferred maintenance by asset class as reflected in the agency’s financial statement.

Deferred Maintenance by Asset Class as of September 30, 2015			
Asset Class	Critical <sup>1</sup>	Non-critical <sup>2</sup>	Total
Bridge	\$38,481,576	\$166,550,778	\$205,032,354
Building	52,511,704	1,096,321,559	1,148,833,263
Dam	8,924,308	28,716,853	37,641,162
Fence	255,980,737	383,891	256,364,628
Handling Facility	21,858,292	21,797	21,880,089
Heritage	3,684,400	20,435,912	24,120,312
Minor Constructed Features		90,754,486	90,754,486
Roads <sup>3</sup>	325,000,000	2,673,000,000	2,998,000,000
Trail	3,276,365	275,430,865	278,707,230
Trail Bridge	3,393,435	5,727,676	9,121,111
Wastewater System	15,808,887	15,063,342	30,872,228
Water System	46,954,572	45,251,681	92,206,254
Wildlife, Fish, and TES	4,537,218	1,969,418	6,506,635
<b>Grand Total</b>	<b>\$780,411,494</b>	<b>\$4,419,628,258</b>	<b>\$5,200,039,752</b>

<sup>1</sup> Critical Deferred Maintenance: Deferred maintenance that results in a serious threat to public health or safety, a natural resource, or the ability to carry out the agency mission.

<sup>2</sup> Non-critical Deferred Maintenance: Deferred maintenance that results in a potential risk to public or employee safety or health, compliance with codes, standards, regulations, and so forth; or needs that address potential adverse consequences to natural resources or mission accomplishment.

<sup>3</sup> The roads deferred maintenance amount is for passenger-car roads (Levels 3 through 5). Maintenance Level 1 and 2 roads have been classified as stewardship assets.

The overall condition of major asset classes range from poor to good depending on the location, age, and type of property. The standards for various classes of general property, plant, and equipment, stewardship, and heritage assets are as follows:

Roads and Bridges - Conditions within the National Forest System (NFS) road system are measured by various standards, including: Federal Highway Administration regulations for the Federal Highway Safety Act, best management practices for the non-point source provisions of

the Clean Water Act from the Environmental Protection Agency and States, road management objectives developed through the National Forest Management Act forest planning process, and Forest Service directives.

Administrative Buildings - Administrative facilities are Forest Service buildings on designated administrative sites. The condition of administrative facilities ranges from poor to good based on the facilities condition index (FCI). The FCI is one minus the ratio of repair needs to the facility current replacement value. Good or Fair facilities have an FCI of greater than 90 percent.

Dams - The condition of a dam is acceptable when the dam meets current design standards and does not have any deficiencies that threaten the safety of the structure or the public. For dams to be rated in acceptable condition, the agency needs to restore the dams to the original functional purpose, correct unsightly conditions, or do work to prevent more costly repairs in the future.

Range Structures - The condition assessment for range structures (fences and stock handling facilities) is based on a determination by knowledgeable range specialists or other district personnel of whether the structure would perform the originally intended function, and a determination through the use of a protocol system to assess conditions based on age. A long-standing range methodology is used to gather this data.

Heritage Assets - Condition surveys are performed annually on a minimum of 20 percent of the agency's priority heritage assets. Deferred maintenance is considered critical if there is a potential health or safety risk, or an imminent threat of loss of significant resource value. Heritage assets include archaeological sites that require determination of status by the National Register of Historic Places, National Historic Landmarks, and significant historic properties.

Recreation Sites - Quality standards for operating and maintaining recreation sites are established as measurable outputs for health and cleanliness, setting, safety and security, responsiveness, and the condition of the facility. Recreation sites include developed recreation sites, recreation areas within general forest areas, campgrounds, trailheads, trails, water and wastewater systems, interpretive facilities, and visitor centers. These components are included in several asset classes of the deferred maintenance exhibit.

Trails and Trail Bridges - Conditions within the NFS trail system are measured by various standards including: trail national quality standards, trail management objectives, and Forest Service directives. Condition surveys are conducted to provide up to date information about the condition of all physical features and to provide data to identify deficiencies and any corrective measures that need to be taken. Deferred maintenance is identified for trails and trail bridges that are in disrepair due to lack of scheduled maintenance and are in violation of applicable safety codes or other regulatory requirements such as applicable accessibility guidelines, or which are beyond their designed service life.

Wildlife, Fish, and Threatened and Endangered Species Structures - Conditions are determined by field biologists using their professional judgment. The deferred maintenance is considered critical if resource damage or species endangerment would likely occur if maintenance were deferred much longer.

## Equal Access to Justice Act

### Background

This special exhibit is included to address requirements of House Report 112-151 page 8; Conference Report 112-331, page 1046, which directed:

Equal Access to Justice Act (EAJA) Fee Payments - The Committee has learned that the Forest Service does not comprehensively track EAJA fee payments, identify the funds used to pay EAJA fees, nor routinely make this information publicly available. Accordingly, the Committee directs the Forest Service to provide to the House and Senate Committees on Appropriations and make publicly available, and with each Agency's annual budget submission thereafter, the following information: detailed reports on the amount of program funds used; the names of the fee recipients; the names of the Federal judges; the disposition of the applications (including any appeals of action taken on the applications); and the hourly rates of attorneys and expert witnesses stated in the applications that was awarded, for all EAJA fee payments awarded as a result of litigation against the Forest Service, or their respective employees. The report shall also include the information listed above for litigation relating to the Endangered Species Act and the amounts, outside of EAJA awards, paid in settlement for all litigation, regardless of the statute litigated.

### Overview

The Equal Access to Justice Act was enacted in 1980 to provide individuals, small businesses and non-profit organizations with the means to ensure Federal agencies make their decisions transparent and in accordance with law. Since 2009, the Forest Service has tracked the payment of both EAJA and other attorney's fees.

### FY 2011 through FY 2015 Funding and Reporting

In FY 2012, the Forest Service provided EAJA information to Government Accountability Office (GAO), in response to a request, on EAJA case names and docket/court number, the name of the award recipient, the amount of program funds used, and dates paid. The final EAJA report to Congress is available on the internet at the following world-wide web address.

[http://www.fs.fed.us/aboutus/budget/requests/7105962\\_Equal%20Access%20to%20Justice%20Act\\_Letters%20and%20Report.pdf](http://www.fs.fed.us/aboutus/budget/requests/7105962_Equal%20Access%20to%20Justice%20Act_Letters%20and%20Report.pdf)

Subsequent FY 2015 EAJA information is reported in Table 1 of this Special Exhibit.

The Forest Service does not track and therefore cannot report on the following information:

- the Federal judges making the awards,

- the disposition of the applications for EAJA fees (including any appeals of action taken on the applications), and
- the hourly rates of the attorneys and expert witnesses stated in the applications for which an award was made.

**Table 1. Forest Service Equal Access to Justice Act Statistics for FY 2011 through FY 2015**

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
12/21/2010	CV 1:09-cv-00003-JWS, D. AK	Tongass Conservation Society, Sierra Club... v. Forrest Cole Tongass NF, USFS, USDA	Orion North Reoffer timber sale, Tongass NF	Earthjustice	12/28/2010	Forest Products	\$53,000
1/13/2011	08-01185-MHP, D. N Cal	California Resources Agency v. USDA	Inventoried Roadless Areas, CA NFs	Earthjustice	2/9/2011	Land Management Planning	250,000
3/10/2011	CV-04-127-M-DWM, D. Mont	Native Ecosystems Inc v. Tidwell	Grazing Permits, Beaverhead-Deerlodge NF	Alliance for the Wild Rockies	3/11/2011	Grazing Management	85,000
3/11/2011	08-01927 CW, D. N Cal	Citizens for Better Forestry v. USDA	National Forest Management Act	Western Environmental Law Center	3/17/2011	Land Management Planning	170,047
3/11/2011	08-01927 CW, D. N Cal	Citizens for Better Forestry v. USDA	National Forest Management Act	Earthjustice	3/17/2011	Land Management Planning	251,312
4/6/2011	10-cv-01514-JDB	Public Employees for Environmental Responsibility v. USDA, USFS		Public Employees for Environmental Responsibility	4/8/2011	Cost Pools	1,848
4/25/2011	CV 08-43-M-DWM	Forest Service Employees for Environmental Ethics v. USFS and National Marine Fisheries Service		Bechtold Law Firm PLLC	4/25/2011	Wildland Fire Suppression	95,000
5/2/2011	CV 07-1043-JB-ACT, D. NM	Wildearth Guardians v. USFS, New Mexico Cattle Growers Association	Livestock grazing, Gila NF	Wildearth Guardians	5/12/2011	Grazing Management	27,500
5/25/2011	CV 09-164-N-EJL, D. ID	The Lands Council v. Leslie Weldon Region 1, Ranotta MaNair Idaho Panhandle NF, USFS	Bussel 484, Idaho Panhandle NF	Public Interest Defense	6/9/2011	Forest Products	50,064
5/26/2011	5:08-CV-00091-TBR	Forest Service Employees for Environmental Ethics v. USFS	Continued Maintenance of Open Lands, Land Between the Lakes	Bechtold Law Firm PLLC	5/26/2011	Land Between the Lakes Management Fund	29,400
6/13/2011	09-cv-00160-DWM	Alliance for the Wild Rockies v. Paul Bradford Kootenai NF	Grizzly Vegetation and Transportation Management Project	Public Interest Defense	6/16/2011	Timber Salvage Sales	28,000

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
6/20/2011	05-107M (DWM)	Rock Creek Alliance v. USFS	2001 EIS	Western Mining Action Proj	6/22/2011	Minerals & Geology Management	186,500
7/25/2011	08-1067-JCC	Conservation Northwest v. Harris Sherman and D.R. Johnson Lumber Co.	EIS Survey and Manage Mitigation Measure Standards and Guidelines, 2007 Supplement	Western Environmental Law Center	7/27/2011	Forest Products	155,555
9/8/2011	CV F 09-392 LJO	Sequoia Forestkeeper v. USFS	Special Use Permit to Robert Sellers and Quarter Circle Five Ranch	Paul Hastings LLP	9/13/2011	Landownership Management	74,640
9/8/2011	CV F 09-392 LJO	Sequoia Forestkeeper v. USFS	Special Use Permit to Robert Sellers and Quarter Circle Five Ranch	Rene Voss	9/13/2011	Landownership Management	13,800
<b>Subtotal FY 2011</b>							<b>\$1,471,666</b>

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
10/6/2011	10-cv-01514-JDB	Public Employees for Environmental Responsibility v. USDA, USFS		Public Employees for Environmental Responsibility	10/11/2011	Cost Pools	\$1,848
1/23/2012	09-cv-1500-SU	Hells Canyon Preservation Council v. USFS	Sled Springs Off Highway Vehicle Trail System and Road Management Plan	Hells Canyon Preservation Council	1/27/2012	Recreation, Wilderness, & Wild and Scenic Rivers	79,874
1/27/2012	10-cv-6337-TC	Cascadia Wildlands v. USFS		Daniel Kruse	1/30/2012	Forest Products	56,500
2/15/2012	2:10-cv-02830-WBS	Center for Biological Diversity v. Mike Crawley, USFS	Motor vehicle use on Bridgeport Ranger District	Center for Biological Diversity	2/16/2012	Roads	9,000
3/6/2012	CV 09-107-M	Alliance for the Wild Rockies v. Leslie Weldon, USFS	Rat Creek Salvage	Western Environmental Law Center	3/6/2012	Integrated Resource Restoration	53,000
5/29/2012	CV 07-39-M-DWM	Montana Wilderness Association v. Vicki Christiansen, USFS		Earthjustice	6/4/2012	Recreation, Wilderness, & Wild and Scenic Rivers	137,000
6/14/2012	CV 08-92-DWM	Smith Creek		Bechtold Law Firm	6/19/2012	Integrated Resource Restoration	48,489
7/5/2012	3:09-CV-03048	Wilderness Society v. US DOI	West-Wide Energy Corridors	Earthjustice	7/5/2012	Landownership Management	10,000

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
8/8/2012	10-CV-00026	Idaho Conservation League and The Wilderness Society v. Frank Guzman and USFS	Travel Management Plan for the Salmo-Challis NF	Earthjustice	8/10/2012	Integrated Resource Restoration	90,000
8/22/2012	11-VC-830-RCC	Defenders of Wildlife v. USFS	Hardshell Project	Defenders of Wildlife	8/28/2012	Minerals and Geology Management	10,500
9/18/2012	09-CV-131 CW	Sierra Club v. USFS	Ogden Ranger District's Motorized Travel Plan	Western Wildlife Conservancy	9/18/2012	Recreation, Wilderness, & Wild and Scenic Rivers	69,027
<b>Subtotal FY 2012</b>							<b>\$565,237</b>

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
10/11/2012	No.10-2039-WHA	CV-10-2039	Orleans Community Fuels Reduction (OCFR) & Forest Health	Marianne Dugan	10/11/2012	Hazardous Fuels	\$30,000
1/7/2013	CV-11-125-M-DWM	Friends of the Wild SWAN	Colt Summit NEPA Litigation	Western Environmental Law	1/18/2013	Land Management Planning	40,000
2/12/2013	12-CV-286-BLW	Advocates for the West Inc		Advocates for the West Inc	2/12/2013	Wildlife & Fish Management	52,000
2/28/2013	CV-01477-GEB-CMK	Californians for Alternatives to Toxics	Paiute Cutthroat Trout Restoration	Western Environmental Law	3/1/2013	Wildlife & Fish Management	8,000
2/28/2013	CV 11-99-M-DWM	Native Ecosystems		Rebecca Smith	3/1/2013	Wildlife & Fish Management	33,279
2/28/2013	CV 11-99-M-DWM	Native Ecosystems		Tim Berchtold	3/1/2013	Wildlife & Fish Management	13,598
3/1/2013	CV-1212-CL	Oregon Natural Desert Assoc.	Environment & Natural Resources	Advocates for the West Inc	3/1/2013	Wildlife & Fish Management	137,000
5/9/2013	CV-00048-WJM	National Ski Areas Assn. Inc.	Natural Resources & Environment	Ducker Montgomery Lewis /Bess, Williams & Weese, P.C.	5/9/2013	Recreation, Wilderness, & Wild and Scenic Rivers	125,000
5/23/2013	10-CV-01797-JCC	Wilderness Watch	Glacier Peak Wilderness Are. Green Mountain Lookout.	Wilderness Watch	5/24/2013	Facilities	70,804
5/23/2013	12-CV-01757-TC	Central Oregon LandWatch	Bend Waterpipe Deschutes NF	Central Oregon LandWatch	5/24/2013	Vegetation & Watershed Management, Wildlife & Fish Management	66,350

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
6/18/2013	08-CV-1460 PJH	Watersheds Project	Western Watersheds Project	Advocates for the West Inc	6/19/2013	Grazing Management	264,358
6/18/2013	08-CV-1460 PJH	Watersheds Project	Western Watersheds Project	Keher and Van Nest LLP	6/19/2013	Grazing Management	172,703
9/10/2013	09-cv-01272-WJM	WildEarth Guardians	Email sent 09/18/13 requesting FS-6500-224	WildEarth Guardians	9/18/2013	Vegetation & Watershed Management	141,886
9/11/2013	11-CV-95-BLW	Idaho Rivers United	Idaho Rivers United	Advocates for the West Inc	9/14/2013	Roads, Wildlife & Fish Management	45,500
09//19/2013	11-CV-23-PK	Hells Canyon Preservation Council	Grazing CE's Hells Canyon	Hells Canyon Preservation Council	9/17/2013	Recreation, Wilderness, & Wild and Scenic Rivers	136,500
9/24/2013	09-cv-2523-LKK-JFM	Center for Sierra Nevada Conservation	National Forest Management Act/Endangered Species Act	Bahr Law Offices, P.C.	9/25/2013	Trails	110,000
9/25/2013	10-cv-00612-EJL-REB	Western Watersheds Project	FC #7600034286 created & posted 09/25/13 - Waiting for final settlement approval amount to pay	Advocates for the West Inc	11/14/2013	Hazardous Fuels	125,000
9/5/2013	11-cv-02921-MCE-DAD	Snowlands Network, Winter Wildlands Alliance & Center for Biological Diversity	Over snow vehicle (OSV) recreation	Advocates for the West Inc	9/6/2013	Vegetation & Watershed Management	15,000
<b>Subtotal FY 2013</b>							<b>\$1,586,978</b>

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
9/25/2013	10-cv-00612-EJL-REB	Western Watersheds Project	Western Watersheds Project	Advocates for the West Inc	11/14/2013	Hazardous Fuels Reduction	\$125,000
1/10/2014	3-11-CV-895-ST	Friends of the Columbia Gorge Inc	Special Management Area	Friends of the Columbia Gorge Inc	1/10/2014	Land Management Planning, & Landownership Management	17,855
3/14/2014	CV-12-27-M-DLC	Native Ecosystems for the Wild Rockies	Fleecer Mointains Project	Public Interest Defense	3/19/2014	Integrated Resource Restoration	19,802
3/19/2014	CV-10-2141	Breaker-Attorney's Fees	Martin Breaker	Siegel Brill P.A Trust	3/21/2014	Landownership Management	155,000
3/21/2014	13-CV-1827-CL	Murphy Co High Cascade Inc	Stipulation for Temporary Stay	American Forest	3/24/2014	Forest Products	7,500

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
			of Proceedings	Resource Council			
4/24/2014	13-CV-01157-TLN-AC	Porcupine Vegetation & Road Management Project	Porcupine Vegetation & Road Management Project	Sean Malone - Attorney at Law	5/8/2014	Forest Products	3,500
5/1/2014	12-CV-00804-AA	Goose Project-Willamette	Cascadia Wildlands and Oregon Wild	Western Environmental Law Center	5/2/2014	Forest Products	60,000
5/22/2014	PIOGA	Pennsylvania Independent Oil & Gas Assoc	Pennsylvania Independent Oil & Gas Assoc	Pennsylvania Independent Oil & Gas Assoc	5/23/2014	Minerals Geology Management	530,000
6/5/2014	10-CV-02172-KJM-AC	Central Sierra Environmental Resource Center, The Wilderness Society, and Public Employees for Environmental Responsibility	California Association of 4-wheel Drive Clubs (Alleged violations of NEPA & APA)	Earthjustice	5/23/2014	Recreation Heritage Wilderness, & Vegetation Watershed Management	100,000
6/24/2014	12-CV-02416-WBS-KJN	Conservation Congress v. USFS. Tatham Project (NEPA),(ESA).	Tatham Project (NEPA)	Marianne G Dugan PC Attorney Trust	6/24/2014	Forest Products	36,500
9/12/2014	4:08-CV-00363-EJL	The Wilderness Society & Prairie Falcon Audubon, Inc. v. USFS & Magic Valley Trail Machine Assoc.		Western Environmental Law Center	9/15/2014	Roads Capital Imprv Mtnce, Trails Capital Imprv Mtnce, Grazing Management, Recreation Heritage Wilderness, & Integrated Resource Restoration	120,000
9/11/2014		Citizens for Healthy Communities			Funds Committed, Pending Final Judgment Information	Minerals Geology Management	60,000
9/26/2014	11-CV-00679-LJO-DLB	11-CV-00679-LJO-DLB		Matt Kenna, Attorney	9/26/2014	Land Management Planning	100,000
<b>FY 2014 Subtotal</b>							<b>1,335,757</b>

Date Rec	Docket, Court	Case	Project Name	Vendor Name	Date Certified	Program	Amount
10/30/2014	4:12-CV-00384-REB	Greater YELLOSTONE Coalition v. Forest Service		Western Environmental Law Center IOLTA	11/24/2014	Trails Capital Impr Mtnce	\$32,000.00
12/11/2014	3:10-CV-01397-SI	League of Wilderness Defenders/Blue Mountains Biodiversity Project v. USFS	Blue Mountains Biodiversity	League of Wilderness Defenders	2/18/2015	Vegetation Watershed Management	179,699.90
01/18/2015	2:14-CV-00729	Western Watersheds	Western Watersheds	Ryberg Erik	1/21/2015	Integrated Resource Restoration	5,350.00
01/12/2015	2:13-CV-0832-KJM-DAD	Mill Fire Salvage & Hazard Tree Removal	Mill Fire Salvage & Hazard Tree Removal	Ryberg Erik	1/21/2015	Forest Products	86,000.00
01/27/2015	14-CV-00284-JLK	Citizens for Healthy Communities v. USFS		Western Environmental Law Center IOLTA	1/29/2015	Minerals Geology Management	25,000.00
01/29/2015	10-CV-03004-CL	Eric Navickas, et al	Ashland Forest Resiliency	Sean T Malone	2/23/2015	Forest Products	45,000.00
2/06/2015	13-CV-01723-RBJ	High Country Conservation Advocates	Attorney's Fees	Earthjustice	3/11/2015	Minerals Geology Management	116,136.60
4/30/2015	3:10-CV-01397-SI	League of Wilderness Defenders/Blue Mountains Biodiversity Project v. USFS	Blue Mountains Biodiversity	League of Wilderness Defenders	8/07/2015	Vegetation Watershed Management	155,000.00
8/14/2015	CV-14-1198 (CKK)	Public Employees for Environmental Responsibility	Attorney's Fees	Public Employees for Environmental Responsibility	8/13/2015	Pool 1 Cultural Transformation	4,000.00
8/28/2015	CV-11-95-M-DWM	Mark Kowack	Joint Stipulation to Settlement For Attorney's Fees	Antonioli & Wade PC	8/28/2015	PD Civil Rights & HR ER LR	32,166.80
<b>FY 2015 Subtotal</b>							<b>\$680,353.30</b>

## **Facilities Maintenance Assessment**

### **Background**

This exhibit is included to address requirements of P.L. 109-54 Conference Report 109-188 page 125, which directed:

There should also be a display which indicates, by national forest, research station and area, the funding being allocated for facilities maintenance. The budget justification displays shall indicate, for every budget line item, the funding amount being assessed for facilities maintenance. This information should be readily visible along with each program description.

### **Overview**

In FY 2006, Congress authorized a multi-program assessment for maintenance of agency-owned buildings in the categories of fire, administrative, and other (FA&O) facilities, including recreation visitor centers (Title III, Administrative Provisions, P.L. 109-54). Appropriated funds from Forest and Rangeland Research, State and Private Forestry, National Forest System, Wildland Fire Management, Capital Improvement and Maintenance, Land Acquisition, Other Appropriations, and eligible Permanent Appropriations and Trust Fund accounts were assessed up to \$35 million. In FY 2013, the assessment was increased to \$55 million and in FY 2016 it was increased to \$65 million. Details of the Facilities Maintenance (CP09) Assessment by budget line item for FY 2014 and FY 2015 are included in a table at the end of this exhibit

FA&O facilities include: fire facilities, such as air tanker bases, lookouts, airports, heliports, and fire management centers; administrative facilities, such as administrative offices (ranger district offices, forest supervisor offices, regional offices, research stations, and laboratories), service centers, storage buildings, and nurseries; and other facilities, such as telecommunication facilities, towers, dams, and major recreation visitor centers. Generally, routine maintenance costs for these facilities come from funds collected by this assessment, while more expensive maintenance needs are funded through the Capital Improvement and Maintenance Facilities or Deferred Maintenance budget line items.

The Forest Service currently maintains approximately 16,400 administrative buildings. The agency also maintains an inventory of approximately 1,750 Forest Service owned, special use permitted, and other dams as well as numerous other facilities including approximately 4,800 water and 4,770 wastewater systems and numerous communication facilities. The current inventory is a legacy of former management needs and practices with many facilities in disrepair as evidenced by a significant deferred maintenance backlog.

Using program assessments to fund facility maintenance provides an incentive to identify and invest in only those facilities that are needed to accomplish the agency's mission, to dispose of surplus buildings, and to exercise restraint on starting new construction because the programs bear the cost of maintaining these facilities. This provides financial accountability to represent the cost of conducting business operations for land management purposes.

Federal mandates such as the Energy Independence and Security Act of 2007 and Energy Policy Act (EPAct) of 2005 in combination with Executive Orders (EO) 13514 and 13423 require energy, water, and other environmental impact reductions. Facilities Maintenance Assessment funds are also used to accomplish the following:

- Conduct energy and water efficiency evaluations to identify energy and water conservation measures per the Energy Independence and Security Act of 2007 and to reduce building energy intensity to meet greenhouse gas emission targets per EO 13514.
- Conduct assessments of existing buildings and incorporate necessary improvements to existing buildings to meet the guiding principles per EO 13514 including increasing energy efficiency; reducing greenhouse gas emissions; protecting water resources through efficiency, reuse, and stormwater management; eliminating waste, recycling, and preventing pollution; and designing, constructing, maintaining, and operating sustainable buildings.
- Install renewable energy sources where economically feasible per the EPAct of 2005.
- Install advanced metering systems to measure, verify, and improve utility consumption per the EPAct of 2005.
- Decommission or dispose of surplus facilities thereby reducing deferred maintenance and amount of square footage requiring maintenance.

### **Assessments and Allocations**

The FY 2015 initial facilities maintenance assessment was based on the final FY 2012 square footage of approximately 21.4 million square feet. The facility maintenance assessment applies only to owned administrative space and does not include leased space or recreation space. Assessments are distributed across eligible budget line items based on each program's prior year direct labor hour charges. In FY 2015, units (Region, Station, or other units) requested assessments totaling \$55 million. The initial assessment varies from a minimum of \$1.34 per square foot up to \$4.27 per square foot, which falls within the limits of four percent of the facility replacement value and seven dollars per square foot.

In FY 2016 and 2017, will use an increased assessment of \$65 million. The assessment by region and program will be based on the final FY 2016 square footage corrected for salary charges by budget line item. Consistent with FY 2015, the assessed amount is limited to four percent of the facility replacement value and seven dollars per square foot. We will base allocations on each unit's requested assessment amounts. The following tables display the FY 2015 allocations by unit as well as the distribution of the assessment by program for FY 2014 and FY 2015.

### **Past Performance**

Accomplishments related to buildings and similar structures are included under the Capital Improvement and Maintenance Facilities Section.

**Facilities Maintenance (CP09) Assessment by BLI  
FY 2014 and FY 2015  
(dollars in thousands)**

<b>BLI Description</b>	<b>Budget Line Item</b>	<b>FY 2014 Facilities Maintenance Assessment</b>	<b>FY 2015 Facilities Maintenance Assessment</b>
<b>Forest &amp; Rangeland Research</b>			
<b>Total Forest &amp; Rangeland Research</b>	FRRE	<b>\$3,960</b>	<b>\$3,960</b>
<b>State &amp; Private Forestry</b>			
Forest Stewardship	SPST	\$55	\$55
State Fire Assistance	SPCF	0	0
Forest Health Mgmt. – Coop. Lands	SPCH	220	110
Forest Health Mgmt. - Federal Lands	SPFH	550	660
Urban and Community Forestry	SPUF	55	55
<b>Total State &amp; Private Forestry</b>		<b>\$880</b>	<b>\$880</b>
<b>National Forest System</b>			
Collaborative Forest Landscape Rest.	CFLN	\$330	\$605
Land Management Planning	NFPN	550	605
Grazing Management	NFRG	1,100	1,045
Forest Products	NFTM	5,555	5,170
Landownership Management	NFLM	1,980	1,430
Inventory & Monitoring	NFIM	1,485	1,705
Minerals and Geology Mgmt.	NFMG	1,265	1,210
Integrated Resource Restoration	NFRR	5,500	4,015
Recreation, Heritage, & Wilderness	NFRW	3,795	5,225
Wildlife and Fisheries Habitat Mgmt.	NFWF	1,760	1,925
Vegetation and Watershed Mgmt.	NFWW	1,870	2,035
Subsistence Management - Alaska	SMSM	55	0
Unit Recreation Enhancement	FDDS	55	0
<b>Total National Forest System</b>		<b>\$25,300</b>	<b>\$24,970</b>
<b>Capital Improvement &amp; Maintenance</b>			
Facilities	CMFC	\$1,100	\$1,045
Roads	CMRD	2,750	2,640
Trails	CMTL	1,320	1,210
Legacy Road Remediation	CMLG	220	220
<b>Total Capital Improvement &amp; Maintenance</b>		<b>\$5,699</b>	<b>\$5,115</b>
<b>Land Acquisition</b>			
<b>Total Land Acquisition</b>	LALW	<b>\$165</b>	<b>\$110</b>
<b>Wildland Fire Management</b>			
Preparedness	WFPR	\$13,475	\$13,915
Hazardous Fuels Reduction	WFHF	3,905	4,070
National Fire Plan – State Fire Assist.	SPS2	0	0
Coop Fire Plan - State Fire Assistance	WFCF	110	55
<b>Total Wildland Fire Management</b>		<b>\$17,490</b>	<b>\$18,040</b>

**Facilities Maintenance (CP09) Assessment by BLI  
FY 2014 and FY 2015  
(dollars in thousands)**

<b>BLI Description</b>	<b>Budget Line Item</b>	<b>FY 2014 Facilities Maintenance Assessment</b>	<b>FY 2015 Facilities Maintenance Assessment</b>
<b>Permanent Appropriations</b>			
Brush Disposal	BDBD	\$110	\$110
Timber Salvage Sales	SSSS	550	605
<b>Total Permanent Appropriations</b>		<b>\$660</b>	<b>\$715</b>
<b>Trust Fund Appropriations</b>			
Cooperative Work - KV	CWKV	\$770	\$825
Reforestation Trust Fund	RTRT	385	385
<b>Total Trust Fund Appropriations</b>		<b>\$1,155</b>	<b>\$1,210</b>
<b>TOTAL</b>		<b>\$55,000</b>	<b>\$55,000</b>

**FY 2015 Facilities Maintenance Initial Assessment and Allocation by Unit  
Based on Consolidated and Further Continuing Appropriations Act, 2015**

<b>Unit Name</b>	<b>Total Gross Square Feet (GSF)</b>	<b>Dollars per GSF</b>	<b>Total Initial Assessment &amp; Allocation (dollars in thousands)</b>
Northern Region	2,400,500	2.27	\$5,453
Rocky Mountain Region	1,270,696	2.66	3,381
Southwestern Region	1,410,905	4.39	6,200
Intermountain Region	1,913,589	2.42	4,637
Pacific Southwest Region	3,590,670	2.40	8,600
Pacific Northwest Region	3,797,688	2.40	9,113
Southern Region	1,858,421	2.69	5,000
Eastern Region	2,734,771	2.19	6,000
Alaska Region	501,446	4.45	2,229
<b>Region Subtotal (\$/ft<sup>2</sup> = avg.)</b>	<b>19,478,686</b>	<b>2.87</b>	<b>\$50,613</b>
Forest Products Lab	453,797	1.40	\$635
Int'l Inst. of Tropical Forestry	27,401	3.21	88
Rocky Mountain Station	453,671	1.83	828
Northern Station	458,074	1.53	700
Pacific Northwest Station	258,672	2.20	568
Pacific Southwest Station	255,583	1.17	300
Southern Research Station	447,849	1.93	865
<b>Research Station Subtotal</b>	<b>2,355,047</b>	<b>1.90</b>	<b>\$3,984</b>
San Dimas Tech. Dev. Center	32,495	2.31	\$75
Missoula Tech. Dev. Center	71,715	1.34	96

**FY 2015 Facilities Maintenance Initial Assessment and Allocation by Unit  
Based on Consolidated and Further Continuing Appropriations Act, 2015**

<b>Unit Name</b>	<b>Total Gross Square Feet (GSF)</b>	<b>Dollars per GSF</b>	<b>Total Initial Assessment &amp; Allocation <i>(dollars in thousands)</i></b>
Grey Towers	48,550	3.93	135
Wood Education	66,691	1.45	97
<b>Other Units Subtotal</b>	<b>219,451</b>	<b>1.97</b>	<b>\$403</b>
<b>TOTAL</b>	<b>22,053,184</b>	<b>2.35</b>	<b>\$55,000</b>

FY 2016 Facilities Assessment allocations by budget line item will be based on FY 2015 salary charges by budget line item. The facility maintenance assessment applies only to owned administrative space and does not include leased space or recreation space.

## **Fire Transfers**

### **Background**

This exhibit is not required by Congressional direction; however, it is included to provide an update on the status of funds borrowed from other budget line item accounts and transferred to the Wildland Fire Management Suppression account for the purpose of emergency fire suppression.

### **Overview**

Transfers for fire suppression occur when the agency has exhausted all available fire resources from the Suppression and FLAME accounts. Congressional appropriations currently fund the agency at around the 10-year average for wildland fire suppression costs. If wildland fire suppression costs exceed the 10-year average and any available suppression balances, the Forest Service must receive a supplemental appropriation or execute fire transfer(s) from other program accounts for fire suppression expenditures.

FY 2015 was the most expensive fire season on record. Fire suppression cost the Forest Service more than \$1.7 billion in FY 2015. At the height of the season, the cost of wildland fire suppression was as much as \$243 million in a week. Overall spending for the month of August was nearly \$650 million. The Forest Service, in coordination with our fire response partners, mobilized over 27,000 firefighters along with numerous airtankers, helicopters, fire engines, and other assets through our integrated, interagency suppression efforts. In FY 2015 we mobilized more Type 1 teams than we have in any year since 2007. There were also more large "campaign" fires where multiple Incident Management Teams managed a singular incident than any year since 2008. We also had 5 Area Command and 11 National Incident Management Organization assignments. During this fire season, there were 24 days at National Preparedness Level 5 -- the highest level -- meaning all available ground and air assets are committed to priority work.

The financial impacts to the agency remain significant given the uncertainty around fire risk and funding. Severe drought across the west has increased fire severity in several states. Washington State among others, has recorded a record season of severe wildfires. Drought-ridden California has also experienced tremendous fire activity. Every State and Puerto Rico, along with the military and international support, provided people and equipment this season to help manage over 50,000 wildfires. Nearly nine million acres burned across the United States and destroyed over 2,500 single residences. Our forests and grasslands lost opportunities to undertake important project work - including fire prevention work - and deferred important spending in support of this very active fire season. The greatest losses, however, involved the fatalities of 13 wildland firefighters who paid the ultimate sacrifice to protect the lives of others.

In the Continuing Appropriations Act, 2016 passed on September 30, 2015, \$700 million was appropriated for emergency fire suppression and the repayment of funds that were previously

transferred to wildland fire suppression. The entire \$700 million was used to repay funds transferred to support the FY 2015 fire season.

The following table lists the funds that were not fully repaid from fire transfers that occurred from FY 2002 through FY 2014.

**Funds Withdrawn for Transfer for Wildland Fire Suppression  
and Not Repaid from FY 2002 to FY 2014**  
*(dollars in thousands)*

<b>Approp.</b>	<b>Budget Line Item</b>	<b>Amount</b>
FRFR	Forest & Rangeland Research Funds: Strategic program areas of Forest & Rangeland Research	\$32
SPSP	State and Private Forestry Funds: Cooperating with and providing assistance to States for forest health, cooperative forestry, and education. Also funds international programs	3,099
NFNF	National Forest System Funds: Management, protection, improvement, and utilization of the National Forest System	106,167
CMCM	Capital Improvements and Maintenance Funds: Construction or improvement of roads, trails, and facilities	35,305
LALW	Land Acquisitions Funds: Acquisition of land or waters	9,308
BDBD	Brush Disposal Receipts collected fund: Fuel reduction after timber harvest	64
FDFD	Federal Lands Recreation Enhancement Fund Fees collected fund: Recreation operation, interpretation, and law enforcement	45
PEPE	Timber Purchaser Election Road Construction Funds: Construction or improvement of roads in support of timber harvest by small business operators	30,090
SFSF	Timber Salvage Sales Funds: Analysis, preparation, and offer of salvage sales	112
RIRI	Restoration of Forest Lands and Improvements	20,000
WCWC	Working Capital Fund Funds: Replacement and repair of motor vehicles, nursery services, enterprise services.	86,029
WFPR	Wildland Fire Preparedness	93,786
FLEP	Forest Land Enhancement Program	40,032
	<b>Total</b>	<b>\$424,069</b>

### Fire, Preparedness, and Suppression Costs

#### Background

This exhibit is required by P.L. 113-76, Committee Report 113-32, Joint Explanatory Statement Division G, page 44, Wildland Fire Management, which directed:

In FY 2015 and all future budget submissions, the Committees direct the Forest Service to include a detailed table of actual and proposed spending on fire operations, which should also include a breakout of spending on aviation resources, for both preparedness and suppression appropriations.

#### Overview

The following table shows a breakdown of spending for fire operations, including aviation resources, from FY 2015 to FY 2017 for both Preparedness and Suppression programs.

In FY 2015, suppression and preparedness expenditures reflect the amount of funding that was appropriated as well as the amount of previously appropriated Suppression funding that was utilized for fire suppression operations during the 2015 fire season. In FY 2016, planned preparedness and suppression expenditures align with the 10-year average for Suppression in FY 2016 and the amount enacted in FY 2016, plus funding provided for acquisition of a large airtanker in FY 2015 (which we expect to obligate in FY 2016), in Preparedness.

In FY 2017, estimated preparedness and suppression expenditures reflect the amounts proposed for each program in this budget request. The estimated suppression expenditures are shown as a range from the 10-year average to the amount of funding requested in the cap adjustment.

**Preparedness and Suppression Costs**  
(dollars in millions)

Preparedness	FY 2015 Expenditures	FY 2016 Enacted	FY 2017 Estimates
Firefighters	\$424	\$365	\$378
Firefighting Equipment and Support	\$196	\$188	\$217
Aviation Contracts/Support	\$237	\$350	\$244
Agency Cost Pools	\$272	\$243	\$243
Total Preparedness Spending	\$1,129	\$1,146	\$1,082

Suppression <sup>1</sup>	FY 2015 Expenditures	FY 2016 Planned	FY 2017 Estimates
Firefighters	\$485	\$350	\$433 - \$520
Fire Suppression Operations and Logistics	\$911	\$502	\$548 - \$760
Aviation Operations	\$134	\$75	\$82 - \$125
Interagency and State Fire Support <sup>2</sup>	\$162	\$73	\$73 - \$185
Burned Area Emergency Response	\$7	\$25	\$25 - \$43
Agency Cost Pools	\$106	\$101	\$87-\$105
Total Suppression Spending <sup>3</sup>	\$1,805	\$1,126	\$1,248 - \$1,738

<sup>1</sup> Includes both Suppression and FLAME funding.

<sup>2</sup> Includes costs incurred by the Forest Service while providing support to DOI and State fire operations. See paragraph below for more detail.

<sup>3</sup> Total FY 2015 Suppression obligations include \$144 million of prior year funds. Of this, \$93 million is not included in the 10-year average calculation as it was used to execute the Next Generation 2.0 Exclusive Use large airtanker contract.

The budget formulation process is informed by decision support tools as well as predicted fire activity and anticipated wildfire workloads to help determine specific resources and geographic placement to ensure timely and effective responses to wildfire incidents. Aviation assets and associated costs are managed nationally to gain maximum efficiencies and provide for strategic placement of resources.

Suppression costs are dependent on the severity of the fire season and other variables that are difficult to forecast including weather conditions and the location of fires. These factors play a critical role in determining the appropriate mix and numbers of firefighting resources required to safely and effectively manage wildfire incidents. As such, the FY 2016 and FY 2017 estimates for suppression costs are based on cost centers that tend to remain fairly proportional from year to year. However, fires will continue to be managed in accordance with risk management protocols that emphasize firefighter and public safety and determine the most appropriate and effective response to protect values at risk and manage national forest system lands.

Interagency fire support includes support for fires on both the Department of the Interior (DOI) and State lands. Per agreement with DOI and under the auspices of the Economy Act, Federal agencies do not reimburse each other for costs incurred during fire operations. Thus, the Forest Service does not recover any costs incurred while providing support to DOI fire operations and the same is true for DOI when providing support to Forest Service fire operations. However, costs incurred while supporting State fire operations are reimbursable and States are billed for these costs.

Additional information on Agency Administrative Cost Pools can be found in the Cost Pool Special Exhibit.

## National Scenic and Historic Trails

### Background

This special exhibit is included to address requirements of P.L. 111-88 House Report 111-180 page 132, which directed:

The Committee recommendation retains previous base funding for maintenance, construction, and operation of the network of national scenic and historic trails but encourages additional funding for required work of the newly authorized national trails. Future budget justifications should continue to provide specific trail operation, maintenance and construction funding and accomplishment data for the national scenic and historic trails. The Forest Service should provide full time administrators and prepare the required comprehensive management plans for the newly authorized national trails.

### Overview

Since the enactment of the National Trails System Act in 1968, the Forest Service has designated trail administrators for six National Scenic and Historic Trails (NS&HT): Arizona, Continental Divide, Florida, Nez Perce (Nee Mee Poo), Pacific Crest, and Pacific Northwest. The Forest Service manages portions of 15 additional NS&HTs on National Forest System (NFS) lands, in cooperation with the Department of the Interior (DOI), State and county governments, and private partners. Funding for administration and management of these trails is included within the Capital Improvement and Maintenance - Trails budget line item. Acquisition of trail segments is included within the Land Acquisition budget line item. In previous years, the Forest Service has had full administrative responsibility for the Appalachian Trail. Currently, the Appalachian Trail is managed in partnership with the National Park Service (NPS). The Forest Service Southern Region (Region 8) provides a liaison for trail management and activities, so accomplishments are the result of collaboration between the NPS and the Forest Service.

#### Appalachian National Scenic Trail (AT)

This 2,176-mile footpath crosses along the ridgecrests and across the major valleys of the Appalachian Mountains from Mt. Katahdin in Maine to Springer Mountain in northern Georgia. The trail traverses Maine, New Hampshire, Vermont, Massachusetts, Connecticut, New York, New Jersey, Pennsylvania, Maryland, West Virginia, Virginia, Tennessee, North Carolina, and Georgia. The trail is used by day, weekend, and other short-term hikers, section-hikers, and through-hikers who hike the entire length of the trail in one season. The trail is currently protected along more than 99 percent of its course by Federal or State ownership or rights-of-way and is administratively managed by the National Park Service.

#### Arizona National Scenic Trail (ANST)

Designated on March 30, 2009, through the Omnibus Public Land Management Act (P.L. 111-11), the ANST extends 807 miles across the State of Arizona showcasing its diverse vegetation,

wildlife, geology and scenery, and providing unparalleled opportunities for hikers, mountain bikers and equestrians. The Arizona Trail Association has partnered with four national forests, two Bureau of Land Management field offices, four National Park Service units, and State and local government partners to complete a connected route across the State.

#### Continental Divide National Scenic Trail (CDT)

Designated November 10, 1978, the 3,100 mile long CDT spans the wild, spectacular mountain country along the spine of the Rocky Mountains from Mexico to Canada. The route connects 20 National Forests, three National Parks, one National Monument, 13 Bureau of Land Management field offices, historic and traditional cultural sites, and primitive wildlands. Approximately 90 percent of the trail is located within publicly owned lands; however, many trail segments are currently co-located along with open roads or motorized trails. Easements are lacking across numerous parcels of private and State land (including 32 State-owned parcels in New Mexico alone) and are needed to secure a continuous route available for permanent public use.

#### Florida National Scenic Trail (FNST)

Added to the national trails system in 1983, the FNST consists of a 1,300 mile planning corridor stretching from Big Cypress National Preserve in the Everglades to Gulf Islands National Seashore in the panhandle of Florida. A FY 2015 inventory shows 1,022 miles of certified FNST on the ground, leaving just under 300 miles in gaps. The FNST is the only national scenic trail that gives the public the opportunity to experience a wide range of subtropical environments, karst spring and riverine systems, and a beach walk on a national seashore.

#### Nez Perce National Historic Trail (NPNHT)

In 1986, Congress acknowledged the significance of the Nez Perce Conflict of 1877 by establishing the 1,170 mile NPNHT. The route winds through remote, rugged, and scenic terrain. With the cooperation of State Highway Department and County Commissioners in the states of Oregon, Washington, Idaho, Wyoming, and Montana, over 1,500 miles of Federal, State, and county roads are designated as the NPNHT Auto Tour Route. The route roughly parallels the course travelled by the five Nez Perce bands during their historic 1877 odyssey, beginning near Wallowa Lake, Oregon, and ending at Bear Paw Mountains south of Chinook, Montana. National designation protects the actual historic trail to foot and equestrian travel only. The diversity of this trail lies in the details, where low level roads overlay the historic trail, and opportunities for off-highway vehicles, biking and snowmobile use exists.

#### Pacific Crest National Scenic Trail (PCT)

The PCT is a 2,650-mile congressionally designated trail that follows the crest of the Sierra Nevada and Cascade Mountain ranges from the Mexican to Canadian borders through California, Oregon, and Washington. Established in 1968, the trail was completed in 1993 and lies within publicly owned lands except for approximately 300 miles where it crosses private lands (easements have been acquired for the trail tread).

Pacific Northwest National Scenic Trail (PNNST)

Designated on March 30, 2009, through the Omnibus Public Land Management Act (P.L. 111-11) the PNNST consists of approximately 1,200 miles, extending from the Continental Divide in Glacier National Park, Montana, to the Pacific Ocean Coast in Olympic National Park, Washington. The PNNST connects people and communities of the Pacific Northwest as it travels through three national parks, seven national forests, six Washington State parks, three regions of the Washington Department of Natural Resources, land managed by the Idaho Department of Lands, and across land managed by a variety of other public and private land owners.

Other National Scenic and Historic Trails (NSHT)

There are an additional 15 national scenic and historic trails totaling over 6,700 miles for which the Forest Service coordinates management with other Federal public land agencies. These trails are: California, Camino Real Tejas, Camino Tierra Adentro, De Anza, Ice Age, Iditarod, Lewis and Clark, Mormon Pioneer, North Country, Old Spanish, Oregon, Overmountain Victory, Pony Express, Santa Fe, and Trail of Tears.

**Funding for NSHTs**  
(dollars in thousands)

Name	FY 2015 Enacted			FY 2016 Enacted			FY 2017 Estimates		
	Trails	Land Acq.	Sub-total	Trails	Land Acq.	Sub-total	Trails	Land Acq.	Sub-total
Appalachian	183	330	<b>513</b>	183	825	<b>1,008</b>	183	750	<b>933</b>
Arizona	348	0	<b>348</b>	348	0	<b>348</b>	348	0	<b>348</b>
Continental Divide	1,688	0	<b>1,688</b>	1,688	0	<b>1,688</b>	1,688	0	<b>1,688</b>
Florida	1,266	0	<b>1,266</b>	1,266	0	<b>1,266</b>	1,266	0	<b>1,266</b>
Nez Perce	620	0	<b>620</b>	620	525	<b>1,145</b>	620	0	<b>620</b>
Pacific Crest	1,688	5,388	<b>7,076</b>	1,829	3,200	<b>5,029</b>	1,829	4,905	<b>6,734</b>
Pacific Northwest	148	2,848	<b>2,996</b>	148	0	<b>148</b>	148	0	<b>148</b>
All-others**	693	4,793	<b>5,486</b>	693	2,820	<b>3,513</b>	693	0	<b>693</b>
<b>TOTAL</b>	<b>\$6,634</b>	<b>\$13,359</b>	<b>\$19,993</b>	<b>\$6,775</b>	<b>\$7,370</b>	<b>\$14,145</b>	<b>\$6,775</b>	<b>\$5,655</b>	<b>\$12,430</b>

\*\* Others for FY 2015 and FY 2016 include Bonneville Shoreline Trail, Old Spanish Trail, North Country Trail, Uwharrie National Recreation Trail

**Crew working in the Sheyenne National Grasslands**



Through a Volunteer Vacation organized by the American Hiking Society, this crew of volunteers joined a few Forest Service staff to help maintain part of the North Country Trail (NCT). They mowed 30 miles of the NCT, reset marker posts, installed mileage markers, and installed NCT emblem plaques on marker posts with faded brands.

**FY 2015 Innovative Actions and Accomplishments (by specific Trail)**

**Appalachian National Scenic Trail (AT)**

*Partners:* Appalachian Trail Conservancy, Appalachian Mountain Club, National Park Service, and other Federal, State, and nongovernmental organization

- Routine Trail Maintenance. The AT was kept safe and enjoyable for visitors along its entire length through the Southern Region (approximately 700 miles). Nearly every mile received maintenance attention, and most received the benefits of multiple work trips. These efforts were primarily accomplished by 1,367 volunteers who safely contributed 72,496 hours across the region.

**Arizona National Scenic Trail**

*Partners:* Arizona Trail Association (ATA), Federal, State, local government and nongovernmental organizations.

- A regional interdisciplinary team began documenting existing conditions of the ANST corridor in preparation for drafting a comprehensive plan. Through the existing Forest Service cost-share agreement, the Arizona Trail Association (ATA) was engaged to assist in the collection of trail use and conditions data, including information on facilities, cultural and natural history, and scenery resources.
- Collaboration with American Conservation Experience (ACE) has allowed the ATA to initiate a comprehensive trail steward training program implemented through several 2-day

sessions. ACE is sharing their extensive experience in construction and maintenance of trails, teaching stewards everything from arid lands hydrology and how it relates to trail sustainability, to building rock check dams and realigning poorly built trails. The ATA continued their Seeds of Stewardship program, providing 30 outings along the ANST for school children from gateway communities along the trail. Thirty two major ATA volunteer projects took place trail-wide including gate installation, sign and kiosk fabrication and installation, and trail maintenance and realignment. The Forest Service partnered with youth corps on 11 maintenance and realignment projects trail-wide.

### Continental Divide National Scenic Trail (CDNST)

*Partners:* Continental Divide Trail Coalition, Montana Wilderness Association, Colorado Trail Foundation, Volunteers for Outdoor Colorado, Montana Conservation Corps, Rocky Mountain Youth Corps, Conservation Legacy, Backcountry Horsemen and numerous other Federal, State, and local nongovernmental organizations.

- Reinstated the CDT Federal Interagency Leadership Council structure for the trail to provide for consistent and coordinated management and leadership across the Federal agencies.
- Compiled existing planning direction for BLM, NPS and Forest Service units along the Trail. Developed a schedule of Forests undergoing Revision; worked collaboratively with partners and agency personnel to begin developing a template of forest plan components to aid forest planners and establish consistent plan direction for the trail as forests undergo revision.
- CDTC designated three Gateway Communities in 2015: Chama, NM; SouthFork, CO; Pagosa Springs, CO. CDTC is also supporting the development of five additional communities that will become designated communities in 2016. To support this work, CDTC was awarded an AmeriCorps Vista Position through the Office of Surface Mining and Reclamation for the next three years. CDTC hosted the First Annual CDT Trail Days celebration in April 2015 in Silver City, NM.
- CDTC officially launched the Trail Adopter Program across the CDT.
- CDTC organized the First Annual CDT Rockies Ruck, held in March of 2015. CDTC GIS Volunteers produced maps for a new “20 Best Hikes of the CDT in CO” publication due out in 2016 in partnership with the Colorado Mountain Club.
- CDTC applied for and “won” a \$25,000 grant from Michelob Ultra and American Hiking Society in support of the Superior Trails Challenge.
- CDTC expanded their shuttle program to transport through-hikers to the southern terminus of the Trail.
- The CDT Montana program of the Montana Wilderness Association continued several programs for working with at-risk high school youth on the CDT.

### Florida National Scenic Trail (FNST)

*Partners:* Florida Trail Association, USDI National Park Service, U.S. Fish and Wildlife Service, Florida Forest Service, Florida State Parks, and other Federal, State, and nongovernmental organizations.

*Plum Creek Land Exchange*

- In an unprecedented land exchange by the U.S. Forest Service, the National Forests in Florida finalized a land exchange in Columbia, Baker and Union Counties with timber and land company Plum Creek to secure permanent easements for the Florida National Scenic Trail and Florida's Strategic Intermodal System.

The National Forests in Florida and the Osceola National Forest worked with Columbia County, Plum Creek representatives, with the help of the Western Land Group, to develop a land exchange to benefit the county, stakeholders and community. Plum Creek exchanged and donated a total of 12.35 acres of land for an easement, re-routing access to the Florida National Scenic Trail in perpetuity.

*Kissimmee River Relocation*

- The National Forests in Florida worked closely with staff at the Kissimmee Prairie Preserve State Park, South Florida Water Management District, Avon Park Air Force Range, and Florida Trail Association to relocate a 36-mile corridor of the Florida National Scenic Trail from the western to the eastern side of the Kissimmee River.

The new location provides a sustainable, and scenic route for the Florida National Scenic Trail, eliminating the need for major infrastructure investments such as elevated boardwalks and bridges.

Nez Perce National Historic Trail (Nee-Mee-Poo)

*Partners:* The Nez Perce Trail Foundation, Nez Perce Appaloosa Horse Club, the Idaho Chapter of the Lewis and Clark Trail Heritage Foundation, The Wallowa Band Nez Perce Trail Interpretive Center, The Bitter Root Cultural Heritage Trust, Eastern Oregon University, Montana Natural History Center.

In September and October of 2014 The Nez Perce (Nee-Me-Poo) National Historic Trail (NPNHT) staff held 12 Comprehensive Plan (CP) Revision public meetings across the length of the Trail. In 2015 NPNHT Administrator and Comprehensive Plan Coordinator, met with officials from the State of Idaho. Continue to promote the NPNHT through educators and social media. We have 700 Followers on Twitter @nphnt. The NPNHT website saw more than 105,000 visits last year.

Pacific Crest National Scenic Trail (PCT)

*Partners:* Pacific Crest Trail Association, California Conservation Corps, Student Conservation Association, Oregon Equestrian Trails, Backcountry Horsemen of California, Oregon, Washington, and other Federal, State, and nongovernmental organizations.

*Ecological Restoration and Sustainability*

Trail maintenance and construction efforts were focused on areas that have resource concerns or are impacted by fire or other natural disasters such as flooding or mass wasting. Information on restoration efforts between forests, BLM resource areas, and states to develop Best Management Practices and strategies to address trail sustainability

concerns.

*Prioritize and support Land Acquisition along the PCT Corridor (Conserve Open Space)*

Land acquisition program continues with partners and federal agencies to protect the trail. Options signed and lands acquired (1,132 acres) in Washington and California.

*Federal Planning Efforts to Define and Protect the PCT Corridor*

Pacific Crest NST Management updated in the revision of early adopter forests plans in California (Inyo, Sequoia and Sierra National Forests) The plans draft desired condition, define the trail corridor, and establish plan components.

*Strengthen communities*

Hosted two Connecting through Stewardship Collaborative Trail Dialogues.

*Fostering citizen stewardship, volunteer opportunities, and youth engagement*

PCT program of work will emphasize partnerships with a wide variety of youth and diverse partners for volunteer and youth corps engagement.

*Advance knowledge*

Continue to place emphasis of safety within the volunteer program from Job Hazard Analysis, After Action Reviews, and national policy development (for saws).

Pacific Northwest National Scenic Trail

*Partners:* Pacific Northwest Trail Association (PNTA), National Park Service, Bureau of Land Manager, Washington Department of Natural Resources, Washington State Parks, Idaho Department of Lands, Tribal governments, many county and municipal governments and agencies along the length of the trail.

- 28 members of the Pacific Northwest National Scenic Trail Advisory Council (PNNST) were approved by the Secretary of Agriculture in 2015. This public-private collaborative group will provide advice and recommendations on future management and administration of the PNNST to the Secretary of Agriculture through the Chief of the Forest Service. PNNST staff participated in forest planning efforts on the Idaho Panhandle, Kootenai, Flathead, Colville, and Okanogan-Wenatchee National Forests.
- Forest Service Landscape Architects completed a scenic inventory of the entire length of the PNNST. Forest Service Lands and Realty Specialists completed a private lands inventory of the length of the trail. The Pacific Northwest Trail Association fielded more than 15 trail crews along the PNNST and constructed, improved, or maintained more than 400 miles of trail. The Pacific Northwest Trail Association hired a regional coordinator for the Idaho and Montana sections of the PNNST.

**FY 2015 Partner Contributions and Associated Accomplishments**

Location	Volunteers						
	Hours	In-kind Contributions	Non-Cash Contributions	Miles of Trail Maintained	Miles of Trail Improved	Acres Acquired	Major Structures Constructed
Appalachian	72,496	\$0	\$0	700	0	168*	0
Arizona	12,981	0	0	82	1	0	1
Continental Divide	17,245	0	16,950	865	85	95	203
Florida	21,745	0	0	13	40	0	18
Nez Perce	15,000	0	0	90	109	0	0
Pacific Crest	85,427	1,970,801	438,724	1,389	26.2	1132.2	5
Pacific Northwest	36,184	0	0	360	61	0	9
Other** (known)		0				228	
<b>Total</b>	<b>246,928</b>	<b>0</b>	<b>16,950</b>	<b>3,628</b>	<b>342</b>	<b>975</b>	<b>233</b>

\*\* Acres Acquired – Other, includes: Trail of Tears NHT, Cherokee National Forest (222 acres) and Bonneville Shoreline Trail in the Uinta-Wasatch-Cache NF in Utah (6 acres)

\*168 acre conservation easement donation protecting the Appalachian Trail on the George Washington and Jefferson NFs in VA

Office of General Counsel Reimbursement

**Background**

This special exhibit is required by P.L. 110-161, page 121, Administrative Provisions, which directed:

“Notwithstanding any other provision of law, any appropriations or funds available to the Forest Service not to exceed \$500,000 may be used to reimburse the Office of the General Counsel (OGC), Department of Agriculture, for travel and related expenses incurred as a result of OGC assistance or participation requested by the Forest Service at meetings, training sessions, management reviews, land purchase negotiations and similar non-litigation related matters. Future budget justifications for both the Forest Service and the Department of Agriculture should clearly display the sums previously transferred and the requested funding transfers.”

**Overview**

The USDA Office of General Counsel bills the Forest Service quarterly for non-litigation travel and related costs. The FY 2015 actual reimbursement in the table below reflects billings received to date.

**Office of General Counsel Reimbursement FY 2015 to FY 2017**

<b>FY 2015 Actual Reimbursement</b>	<b>FY 2016 Estimated Reimbursement</b>	<b>FY 2017 Planned Reimbursement</b>
\$50,000	\$50,000	\$50,000

## Office of Tribal Relations

### **Background**

This exhibit is not required by Congressional direction; however, it is included to provide information about this program.

### **Overview**

The Office of Tribal Relations (OTR) provides policy advice and direction in implementing agency programs and activities in a manner that honors Indian Tribes' treaty rights and recognizes the inherent sovereignty of American Indians and Alaska Natives. The OTR also helps the agency fulfill its trust responsibility while building, maintaining, and enhancing government-to-government relationships with federally recognized Indian Tribal governments and government-to-corporation relationships with Alaska Native Corporations. The OTR supports the mission of all agency programs and disciplines through general and issue-specific efforts.

The OTR has responsibilities that span all of the Deputy areas within the Forest Service. The Forest Service manages National Forest System (NFS) lands and resources for the benefit of the general public, while respecting the special trust responsibility of the United States to the 566 federally recognized Indian Tribes. All lands currently managed by the agency were historically owned and managed by Tribes. Consequently, tribes have a vested interest in cultural resources, sacred sites, reserved treaty rights, and resource stewardship on lands managed by the Forest Service. Additionally, NFS shares nearly 4,000 miles of coterminous boundaries with tribal lands with the potential for cross-jurisdictional management issues. In some cases, Tribal governments retained rights on what are present-day national forests or grasslands when the Tribes relinquished lands to the United States Government. Additionally, State and Private Forestry (S&PF) programs provide assistance to non-Federal landowners, including Tribal governments and American Indians and Alaska Natives; Research and Development (R&D) programs include a variety of programs and projects that incorporate tribal perspectives and include Indian Tribes in development of research projects; and Forest Service Business Operations (BusOps) authorities include responsibilities and processes to work with Indian Tribes.

The OTR supports and integrates Tribal Relations components of policy analysis and development, technical, and administrative assistance, training, and oversight. The program also advises national Forest Service leadership in matters pertaining to interactions with Indian Tribes and tribal representatives. The OTR also helps develop regulations for and tracks implementation of the Tribal Relations components of specific legislation, for example, the Farm Bill and the Tribal Forest Protection Act.

### **2015 Accomplishments**

The USDA Tribal Consultation Policy aims for the entire agency to regularize the practice of engaging and consulting with tribes in order to uphold the federal trust responsibility and

effectuate mutually beneficial results. The OTR has assisted in this effort by focusing on two ways to better prepare all Forest Service employees to effectively work with tribes – through policy and training/resource tools.

The OTR has overseen the development of two major policies: (1) the US Forest Service Tribal Relations Directives, which institutionalize and tailor the agency-wide practices of tribal consultation and engagement into Forest Service manual and handbook; and (2) The Cultural Heritage Cooperative Authority (CHCA) Technical Guide, which outlines how to implement provisions included in the 2008 Farm Bill, such as reburial of human remains and cultural items as well as temporary closures for traditional and cultural purposes. These policies are helpful resources for employees because they correlate the theory and intent of the laws upon which policy is based with real-life examples and best practices/lessons learned from the field.

OTR has also worked to provide training/resource tools:

- **Tribal Connections Mapping Tool** – The Lands Map Viewer shows Indian Lands along National Forest System boundaries. Historic Indian Cession maps are included to informally provide an overview of Indian land, see link below: <http://usfs.maps.arcgis.com/apps/webappviewer/index.html?id=fe311f69cb1d43558227d73bc34f3a32> . The tool was initially developed to provide Forest Service employees information about which Tribes should be consulted, as part of existing agency land decisions. However, many federal partners from land management agencies and the public are also using this reference to better understand historical treaties and the role they play in making current land management decisions.
- **Sacred Sites Report and Implementation** - The Sacred Sites review and report supports President Obama’s commitment to fulfill this nation’s trust responsibilities to Indian Tribes. Implementing the recommendations are helping to better protect sacred sites across the 193 million acres of national forests and grasslands; build positive relationships with Indian Tribes; fulfill our trust and treaty obligations; and meet the requirements of pertinent Federal laws. The OTR finalized a contract in August 2015 to create a training series to provide an overview of the Federal-Tribal trust relationship, the meaning of tribal sovereignty, and how federal agencies can work with tribes to proactively address sacred sites issues. .
- **R&D Tribal Engagement Roadmap** – The Roadmap outlines an agenda for Forest Service R&D staff regarding services to, engagement with, and learning from Indian Tribes and other indigenous groups. The OTR has been collaborating with Forest Service R&D to review its work using a tribal-specific lens. The Roadmap catalogues the resources and pathways R&D uses to support and implement the goals and objectives outlined in the agency’s Tribal Relations Strategic Plan.
- **Tribal Climate Flagship Partnership** - The Forest Service is creating at least one flagship tribal partnership in every Forest Service Region to develop and implement climate adaptation strategies for tribal lands and adjacent national forests and grasslands. Through increased intra- and inter-agency collaboration, these partnerships will develop

new and existing opportunities to assist tribal communities in preparing for and recovering from the effects of climate change. These partnerships will leverage an existing, coordinated effort in tribally focused research – Tribes and Climate Change Research Project –that incorporates traditional knowledge and western science to meet tribal natural resource needs.

The OTR is structuring its budget to align with the four major components of the 2015-2020 Forest Service Strategic Plan. Included below is a snapshot of some of the initiatives OTR has outlined:

(1) Sustain our Nation’s Forests and Grasslands

The OTR aims to bolster its efforts to mitigate climate change in tribal communities by leveraging successes from region-based tribal projects and scaling them up through the Environmental Justice federal workgroup and the Climate Change Subgroup of the White House Council on Native American Affairs to procure cross-agency funding streams for expanding and sustaining tribal projects.

(2) Deliver Benefits to the Public

The OTR will continue to provide resources and training to facilitate tribal consultation throughout the agency. Through the interagency sacred sites workgroup, OTR is also working to provide a universal training program on sacred sites that will be available to the entire Federal family.

(3) Apply Knowledge Globally

The OTR is working to incorporate the use of traditional ecological knowledge (TEK) into established Forest Service processes such as forest planning, climate change mitigation strategies, invasive species assessments, and data collection/information management. The OTR has memorandums of understanding with both the College of the Menominee Nation and the Confederated Salish and Kootenai Tribal College. Each institution has forestry-specific coursework that include sources beyond conventional Western science. The OTR aims to deepen Forest Service ties with these colleges and reach out to additional Tribal Colleges and Universities that are developing and launching agroforestry, botany, and natural resources programs to find ways to document and include TEK in fellow divisions of the Forest Service, such as Forest Service R&D and S&PF.

(4) Excel as a High-Performing Agency

The OTR would like to bolster its efforts to gain traction with Native American youth. We hope to partner with other Forest Service divisions to provide more internships and fellowships for Native students and Native organizations such as the American Indian Science and Engineering Society to create a future Forest Service workforce that is reflective of the populations it serves. The OTR is strategizing how to take proven, effective programs, such as Job Corps, and expand their presence throughout Indian

Country to reach the target audience of those college-aged, but not necessarily college-bound, to find employment opportunities with the Forest Service. The OTR hopes to improve communication of the many programs and opportunities Forest Service has available to Indian Country youth in all areas of the country.

### **Allocation and Integration**

The OTR is funded by a direct cost pool (Cost Pool 2), using all of the funds available to the Forest Service. Specific projects are funded accorded to the purpose of the projects.

### **Partnerships**

The OTR collaborates closely with internal staff areas through the Forest Service OTR Liaison group convened at the Washington Office. The OTR Liaisons represent 20 different staff areas from NFS, S&PF, R&D, and BusOps. The OTR convenes quarterly meetings with these representatives to coordinate and collaborate on Tribal Relations components. The OTR also convenes an internal monthly teleconference with regional Tribal Relations staff to coordinate outreach efforts and collaborate on national policies and projects.

Additionally, the OTR maintains external partnerships with Tribal governments, intertribal organizations, other Federal and State agencies, and other organizations. The Strategic Plan for the National Tribal Relations program includes three goals and guides OTR's interactions both internally and externally. These goals are:

- to ensure the agency redeems its trust responsibility and protects American Indian and Alaska Native reserved rights as they pertain to Forest Service programs, projects, and policies;
- leverage partnerships to maximize mutual success; and
- promote integration and utility of the Tribal Relations Program throughout the agency.

## Partnerships

### **Background**

This exhibit is included to provide information requested in House Report 109-465 page 151, House Report 108-195 page 99, and House Report 107-564 page 107.

### **Overview**

Since our inception, the Forest Service has maintained a commitment to working with a variety of organizations and interests while fulfilling our motto of “caring for the land and serving people.” We accomplish much of our work through collaboration with diverse partners – leveraging significant energy and support to meet critical Forest Service mission activities. Strategic investments in partner-focused efforts allow the Forest Service to accomplish more work across broad landscapes and even broader constituencies.

In FY 2015, the Forest Service entered into more than 21,250 grants and agreements with partners, who contributed more than \$554 million. When leveraged by the agency’s nearly \$942 million contribution, the total value of these partnerships was nearly \$1.5 billion. The ongoing expansion in our use of grants and agreements in FY 2015, along with other types of partnerships, demonstrates the increasing importance of partnerships in furthering the mission of the Forest Service. In FY 2014, the most recent year for which data are available, nearly 110,000 volunteers and service participants contributed 4.64 million service hours valued at \$101 million; representing a six percent increase above FY 2013 outcomes. Their hourly contributions were equal to 2,577 full-time equivalents.

These partnerships do more than just bring mutually leveraged funding and resources to bear for the benefit of the American public. Partnerships enhance on-the-ground accomplishments, demonstrate relevancy of land management to the lives of demographically diverse citizens, and create positive relationships with public, private, and civic entities. Healthy landscapes and healthy communities are inextricably linked and the Forest Service has a responsibility to help create and sustain both. The Forest Service could not realize its mission without our partner relationships, including our Congressionally-chartered nonprofit partners: the National Forest Foundation and the National Fish and Wildlife Foundation.

The Forest Service continues to employ many creative and innovative partnership approaches to accomplish our strategic goals of sustaining our Nation’s forests and grasslands and delivering benefits to the public. In FY 2016 and beyond we will focus on partnerships that:

- continue using Public Land Corps authorities and youth oriented initiatives and education efforts with proven, evidence-based effectiveness
- provide technical and financial assistance to help urban and rural communities, local governments, non-profits, and land owners improve their stewardship of urban and rural forests to produce multiple benefits

- support restoration and resilience within and outside National Forest System (NFS) boundaries;
- mitigate wildfire risk and support development of resilient landscapes and communities;
- maximize wildfire response capabilities to meet multiple land management objectives across ownership boundaries;
- facilitate, encourage, enable and execute action to conserve open space;
- promote voluntary, landscape-scale conservation in both rural and urban landscapes;
- provide continual, abundant, clean water and a suite of related benefits;
- leverage multiple funding sources to support community-led restoration on-the-ground;
- support economic development and ecological resiliency, particularly in economically distressed or under-served areas; and
- assist State agencies, Tribes, and private landowners in accessing and using the latest research findings, technical information, and collecting reliable data needed to guide our efforts to sustain forests and grasslands.

### **Public-Private Partnerships**

The Forest Service continues to achieve success through its Public-Private Partnership Strategy. Partnerships and alliances are essential to carrying out today's conservation mission and are designed to capitalize on the mutually beneficial interests of both the Forest Service and its partners. Examples of some innovative, effective, and mutually-beneficial partnerships are described in more detail below.

Forest Service Public-Private Partnerships in FY 2015 - Forest Service partnerships accelerated hazardous fuel reduction on hundreds of acres of national forest; advanced research in climate change, urban biodiversity, forest management, and genetic data; and strengthened watershed and forest management planning nationwide. We reached thousands of families and kids on National Get Outdoors Day, secured significant new partner funding for watershed restoration in California, and opened several new Nature Explore Outdoor Classrooms with school partners.

Forest Service partnerships benefited Greater Sage Grouse and Mule Deer while supporting forest stewardship, watersheds, wildlife habitat protection, and historic sites and leveraging more investments in innovative ways. New partnerships to promote jobs and youth employment complemented advances in youth engagement outdoors and collaboration with underserved and tribal communities. High Performance Partnerships supported hazardous fuel and energy corridor treatments, reduced wildfire risks, and restored burned areas in critical watersheds.

## **Forest Service Research and Development Partnerships**

Climate Change Hubs - The mission of the Hubs is to develop science-based, region-specific information and technologies for agricultural and natural resource managers that enable climate-smart decision-making and provide assistance to managers as they implement those decisions. The effort centers around technology transfer of scientific information and tools. Partners include the Farm Services Agency, Natural Resource Conservation Service, Forest Service Research and Development (R). U.S. Department of Agriculture Cooperative Extension, Agricultural Experiment Stations, National Oceanic and Atmospheric Administration Regional Integrated Sciences and Assessments and Regional Climate Centers, Department of the Interior (DOI) Climate Science Centers, and Landscape Conservation Coops.

The National Genomics Center for Wildlife and Fish Conservation – The Center is a state-of-the-art facility for advanced research providing expertise in DNA sequencing and environmental and forensic DNA sampling. The Center is designed for cross-agency partnerships to provide cost-effective and reliable genetic and genomic data for species monitoring. Staffed by Forest Service scientists, the center is located on the campus of the University of Montana, and has engaged in over 60 collaborations with states, tribes, universities, and private groups. (<http://www.fs.fed.us/research/genomics-center/>)

Fire Science Collaboration with Department of the Interior - The Forest Service Wildland Fire and Fuels R&D Program works in collaboration with the DOI Office of Wildland Fire, Bureau Fire Management Programs, and U.S. Geological Survey (USGS) to ensure that wildland fire management programs within DOI and the Forest Service have access to the best available science for planning, implementation, and response. The focus is to integrate science and technology from both USGS and the Forest Service in order to leverage the capacity of specific programs. Examples include fire management and restoration in arid landscapes, innovative geospatial approaches for characterizing wildland fuels, and using remotely sensed data to characterize the extent and ecological effects of wildfires.

The Native American Research Assistantship Partnership – This Partnership is a commitment between the Forest Service and the Wildlife Society that serves to develop the professional skills of university biologists, provides assistance to Forest Service scientists, and provides a bridge for the potential employment of Native American wildlife biologists with the Forest Service. Now in its third year, the program facilitates mentoring opportunities for our scientists with students to promote student advancement and training for careers in natural resource and conservation-related fields.

The Great Basin Native Plant Project - This multi-state, collaborative research project was initiated in 2001 by Bureau of Land Management and Forest Service's Grassland, Shrubland and Desert Ecosystem Research Program. Major objectives are to improve the availability of native plant materials and to provide the knowledge and technology required for their use in restoring diverse native plant communities across the Great Basin. More than 20 Federal, State, and private cooperators are now involved in this project. (<http://www.greatbasinnpp.org/>)

Flagship partnerships - In every region there is a Tribal partnership to develop and implement climate adaptation strategies for Tribal lands and adjacent national forests and grasslands.

Through increased intra- and inter-agency collaboration, these partnerships will develop new and existing opportunities to assist tribal communities in preparing for and recovering from the impacts of climate change. These partnerships will leverage an existing, coordinated effort in tribally focused research—the Tribes and Climate Change Research Project—that incorporates traditional knowledge and western science to meet Tribal natural resource needs.

## **Congressionally Authorized Foundations**

### National Forest Foundation Partnerships

Founded by Congressional charter in 1991, the National Forest Foundation (NFF) engages America in community-based and national programs that promote the health and public enjoyment of all 193 million acres of NFS lands. The NFF accepts and administers gifts of funds and lands and provides financial and technical support to facilitate community-based conservation benefiting the NFS.

The NFF works closely with corporations, foundations, and individuals to raise funds for important stewardship work on NFS lands. Through a variety of funding mechanisms the NFF adds value to national forests and grasslands by both maintaining a robust communications program and supporting work that would not happen without this infusion of private funding. Of the funds invested in projects between 2012 and 2014, appropriated funds were leveraged at a 4.3 to 1 ratio. Over that same period of time, the NFF has also has involved 39,000 volunteers in projects and programs that are aligned with the Forest Service's priorities. NFF funded projects include reforestation, watershed restoration, reducing wildfire risk, improving streams and wetlands, enhancing wildlife habitat, restoring native plants, and limiting erosion and sedimentation into streams, rivers, and reservoirs on national forests. Large NFF partnerships in FY 2015 include the following:

San Gabriel Mountains National Monument - In FY 2015 NFF created a \$3 million San Gabriel Mountains National Monument Fund (SGMNMF) for high priority work on the new San Gabriel Mountains National Monument. The SGMNMF will jump start critical restoration and stewardship projects on the national monument. The NFF also secured a major \$700,000 commitment from the Coca-Cola Foundation for watershed restoration and youth engagement on the San Gabriel Mountains National Monument.

Ski Conservation Fund - The NFF's Ski Conservation Fund gives ski areas and lodges an easy way for guests to be stewards of the lands they enjoy. Ski-related businesses collect small, voluntary donations from their guests to support conservation and restoration work on local national forests. Together with businesses and forest visitors, the NFF meets local conservation challenges such as improving wildlife habitat, securing riverbanks, planting native seeds, or fixing trails. Every dollar contributed by guests is matched by the NFF with \$0.50, which increases the impact of this signature program.

Northern Arizona Forest Fund - Developed by the Salt River Project and the NFF, the Northern Arizona Forest Fund (NAFF) provides an easy way for businesses and residents of Arizona to invest in the lands and watersheds they depend on. The NAFF's projects will reduce wildfire risk, improve streams and wetlands, enhance wildlife habitat, restore native plants, and limit

erosion and sediment into Arizona streams, rivers, and reservoirs. The NAFF's projects will also create jobs and provide volunteer opportunities in local communities through partnerships with local conservation and stewardship groups.

Treasured Landscapes - From wildfire to invasive species to climate change, many factors threaten the resources we need and the wild places we cherish. With millions of acres in need of restoration and millions of people unaware of how national forests enrich their lives, the NFF is engaging on a campaign of restoration of national forests. The NFF is working to restore our damaged forests and restore Americans connection to these public lands.

Matching Awards Program - The NFF Matching Awards Program (MAP) provides funding for results-oriented on-the-ground projects that enhance forest health and outdoor experiences on National Forests and Grasslands. The MAP supports results-oriented, on-the-ground, projects that improve the quality, condition, and care of Outdoor Experiences on National Forests. The MAP program improves and maintains recreation resource connectivity including and similar to: trail maintenance, bridge and crossing construction or repair, and installation of trail drainage structures; engaging young people ages 15-25, volunteers, or diverse, underserved or under-engaged populations in hands-on stewardship activities; and employing young people ages 15-25 and/or Veterans crews to implement on-the-ground conservation, and stewardship and/or restoration work.

#### National Fish and Wildlife Foundation Partnerships

The Forest Service's partnership with the National Fish and Wildlife Foundation (NFWF) is one of our most important, largest, and longest-standing affiliations. Congress' FY 2016 appropriation to NFWF, through the Forest Service, was \$3 million. This same amount has been appropriated annually over many years. These funds will be matched at least 1:1 with non-Federal funds, and will be allocated to on-the-ground, high-priority conservation projects over the next five years.

Longleaf Pine Restoration in the Southeast - In FY 2015 NFWF provided \$4.6 million in grants to support the longleaf ecosystem and advance the objectives of the Range-Wide Conservation Plan for Longleaf Pine. Funding for 22 projects, across the historic longleaf range, will ultimately restore more than 11,600 acres and enhance more than 163,000 additional acres of longleaf pine habitat, while leveraging over \$6.4 million in additional funds from grant partners.

Monarch Butterfly Conservation Fund - In FY 2015 NFWF announced a first round of grants totaling \$3.3 million from its recently launched Monarch Butterfly Conservation Fund. The 22 grants, which will be matched by more than \$6.7 million in grantee contributions, will support the restoration of up to 33,000 acres of habitat in areas identified by experts as key to monarch recovery.

Urban Waters Restoration Program - In FY 2015 NFWF initiated 64 community-led wetland, stream and coastal restoration projects across the Nation, awarding more than \$2.3 million in grants. In addition, the grantees have committed an additional \$4.8 million in local project support, creating a total investment of more than \$7 million in projects that will restore wildlife habitat and urban waters and will engage thousands of volunteers, students, and local residents in community-based environmental stewardship projects.

Bring Back the Natives/More Fish - In 2015, the NFWF supported Bring Back the Natives/More Fish program will support projects that identify measureable conservation outcomes for native fish species of special concern. Because the leading factors in native fish species decline are habitat alteration, lack of adequate in-stream flows, and invasive and/or non-native species, projects that address these threats will be prioritized.

**Youth Conservation Corp Crew on the Cherokee National Forest**



Youth crews like this group from Southeast Conservation Corps on the Cherokee National Forest are innovative partnerships that help us to accomplish our strategic goals of sustaining our Nation's forests and grasslands and delivering benefits to the public.

**Technical and financial assistance to help urban communities**



The Forest Service provides leading science and new technology that informs urban natural resources stewardship and improves environmental health and community well-being in urban areas.

**FY 2015 National Grants and Agreements (G&A)  
Summary by Instrument Type<sup>1</sup>**  
(dollars)

<b>Instrument Type</b>	<b>Instrument Description</b>	<b>PARTNER</b>	<b>FOREST SERVICE</b>	<b>TOTAL</b>	<b>Number of unique instruments</b>
Challenge Cost Share Agreement	A mutual interest/mutual benefit agreement citing one of multiple partnership authorities.	92,054,509	274,680,700	366,735,210	3,613
Collection Agreement	Partnership instrument used for the acceptance of money by the Forest Service from a non-Federal source to carry out a mutually beneficial project on NFS lands.	38,206,655	53,912,742	92,119,397	1,589
Cooperative Agreement	A legal financial assistance instrument utilized by the Forest Service to document a transaction for the public good where the Forest Service is substantially involved in the performance of the project.	19,559,982	30,688,822	50,248,803	736
Cooperative Research and Development Agreement	A partnership agreement in which the Forest Service and other public and private entities pool resources in support of scientific research and development for mutual interest and benefit of the parties to the agreement.	274,027	393,189	667,215	33
Cost Reimbursable Agreement	An agreement used when the primary purpose of the agreement is to procure goods and/or services to carry out research and teaching activities from authorized partners.	9,080,346	8,304,826	17,385,171	397
Domestic Grant	A legal financial assistance instrument utilized by the Forest Service to document a transaction for the public good where the Forest Service is not substantially involved with the project.	58,802,455	112,601,151	171,403,606	2,898

Instrument Type	Instrument Description	PARTNER	FOREST SERVICE	TOTAL	Number of unique instruments
Fire Agreement	An agreement in which the Forest Service works with other Federal and State agencies to provide wildland fire protection, perform approved severity activities, and respond to states of emergency or disaster under Federal Emergency Management Agency authorities.	14,002,455	16,520,802	30,523,256	676
Good Neighbor Agreement	An agreement to work cooperatively with States and Puerto Rico to carry out authorized forest, rangeland and watershed restoration services on or for the benefit of NFS lands.	16,067	298,545	314,612	14
Interagency Agreement	Interagency agreements are used when one Federal agency is in a position to provide materials, supplies, equipment, work or services of any kind that another agency needs to accomplish its mission.	88,671,304	194,024,559	282,564,636	3,494
International Cooperative Agreement	Federal Financial Assistance instruments entered into between the Forest Service and a foreign recipient located, chartered to do business, and operating outside of the United States and its territories, regardless of whether it is performed domestically or internationally. An International Cooperative Agreement would include substantial involvement on the part of the Forest Service in carrying out the project.	58,553	312,673	371,226	30
International Grant	Federal Financial Assistance instruments entered into between the Forest Service and a foreign recipient located, chartered to do business, and operating outside of the United States and its territories, regardless of whether it is performed domestically or internationally. An International Grant would not include substantial involvement on the part of the Forest Service in carrying out the project.	343,528	603,136	946,665	58

<b>Instrument Type</b>	<b>Instrument Description</b>	<b>PARTNER</b>	<b>FOREST SERVICE</b>	<b>TOTAL</b>	<b>Number of unique instruments</b>
International Joint Venture Agreement	A mutual interest/mutual benefit agreement entered into with a foreign partner for the purposes of conducting agricultural research activities and agricultural teaching activities.	200,532	1,983,004	2,183,535	45
Joint Venture Agreement	A mutual interest/mutual benefit agreement entered into for the purposes of conducting agricultural research activities and agricultural teaching activities.	57,483,116	34,989,238	92,472,354	1,684
Law Enforcement Agreement	An agreement in which the Forest Service works cooperatively with State and local law enforcement agencies to enhance enforcement and/or supervision of their laws and ordinances on lands within or part of any unit of the NFS.	57,451,652	39,542,902	96,994,554	966
Memorandum of Understanding (MOU)	An MOU is a non-obligating document entered into by interested parties to document a framework for cooperation. Each party carries out separate activities in a mutually beneficial manner and nothing of financial value transfers between parties.	5,178,885	11,023,405	16,202,291	419
Participating Agreement	A mutual interest/mutual benefit agreement citing one of multiple partnership authorities.	102,644,962	143,733,800	246,378,762	4,064
Roads Agreement	An agreement in which the Forest Service works cooperatively with State, county, or local public road authorities for the cooperative planning, survey, design, construction, reconstruction, improvement and maintenance of forest roads.	6,911,754	15,483,563	22,395,316	382
Stewardship Agreement	A partnership agreement with the purpose of achieving land management goals on NFS lands that will accomplish landscape restoration objectives.	3,071,275	2,724,291	5,795,566	158
<b>Grand Total</b>		<b>554,012,054</b>	<b>941,821,348</b>	<b>1,495,702,175</b>	<b>21,256</b>

*1. Data are compiled from the Forest Service Grants & Agreements (G&A) database. These include all G&A instruments active in FY 2015 except "direct payments", "letter of intent agreements", and one internal Memorandum of Understanding.*

## Reforestation

### **Background**

This exhibit is included to address requirements of P.L. 109-54 House Report 109-80 page 138, which directed the Forest Service:

...[T]o provide clear presentations of reforestation needs and accomplishments in future budget justifications, including the specific use and distribution of the mandatory funding from the Reforestation Fund, as well as partner efforts, such as the new American Forests initiative.

### **Overview**

The Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA) (P.L. 93-378), as amended by the National Forest Management Act of 1976 (NFMA) Section 3(d)1, directs that all forested lands in the National Forest System (NFS) be maintained in appropriate forest cover with regard to species of trees, degree of stocking, rate of growth, and conditions of stand to secure the maximum benefits of multiple use sustained yield management in accordance with land management plans. The Act further requires the Secretary of Agriculture to identify and report the amount, location (by national forest and State), and productivity class (where applicable) of areas that have been cut-over or otherwise denuded or deforested and need to be reforested to Congress at the time of submission of the President's Budget together with the annual report provided under section 8(c) of the Act.

The Forest Service reforestation program has four major goals:

- maintain all forest lands within the NFS in appropriate forest cover;
- improve the quality and yield of new timber stands;
- promptly achieve desired stocking levels in a cost-efficient manner; and
- develop and demonstrate successful reforestation methods and techniques and encourage their use by private landowners.

Prompt reforestation is desirable to prevent soil erosion and protect water quality in streams and lakes. Through species and seed source selection, reforestation may increase the resilience of forest vegetation communities to the effects of global climate change and provide effective long-term carbon sequestration. Reforestation benefits wildlife and fish species and improves scenic quality and recreational experiences.

There are a variety of activities associated with the reforestation program including planting, seeding, and site preparation. Site preparation may be done to prepare the site for planting, for seeding, or to facilitate natural regeneration. Forest and stand level management objectives may be jeopardized without appropriate reforestation treatments.

Reforestation work is time-sensitive. Without timely reforestation efforts, undesirable species may dominate forest vegetation communities, making the establishment of desired tree species difficult. Once undesirable species become established, decades may pass before sufficient numbers of desired tree seedlings occupy the site and the opportunity to facilitate adaptation to the effects of climate variability or other stressors may be lost. Delays increase the cost of reforestation work by necessitating expensive site preparation, reducing timber yields, and adversely affecting the Forest Service's ability to meet other resource objectives. In addition, these areas may be less resilient to wildfire and create increased risk to adjacent communities.

### **Program Plans and Accomplishments**

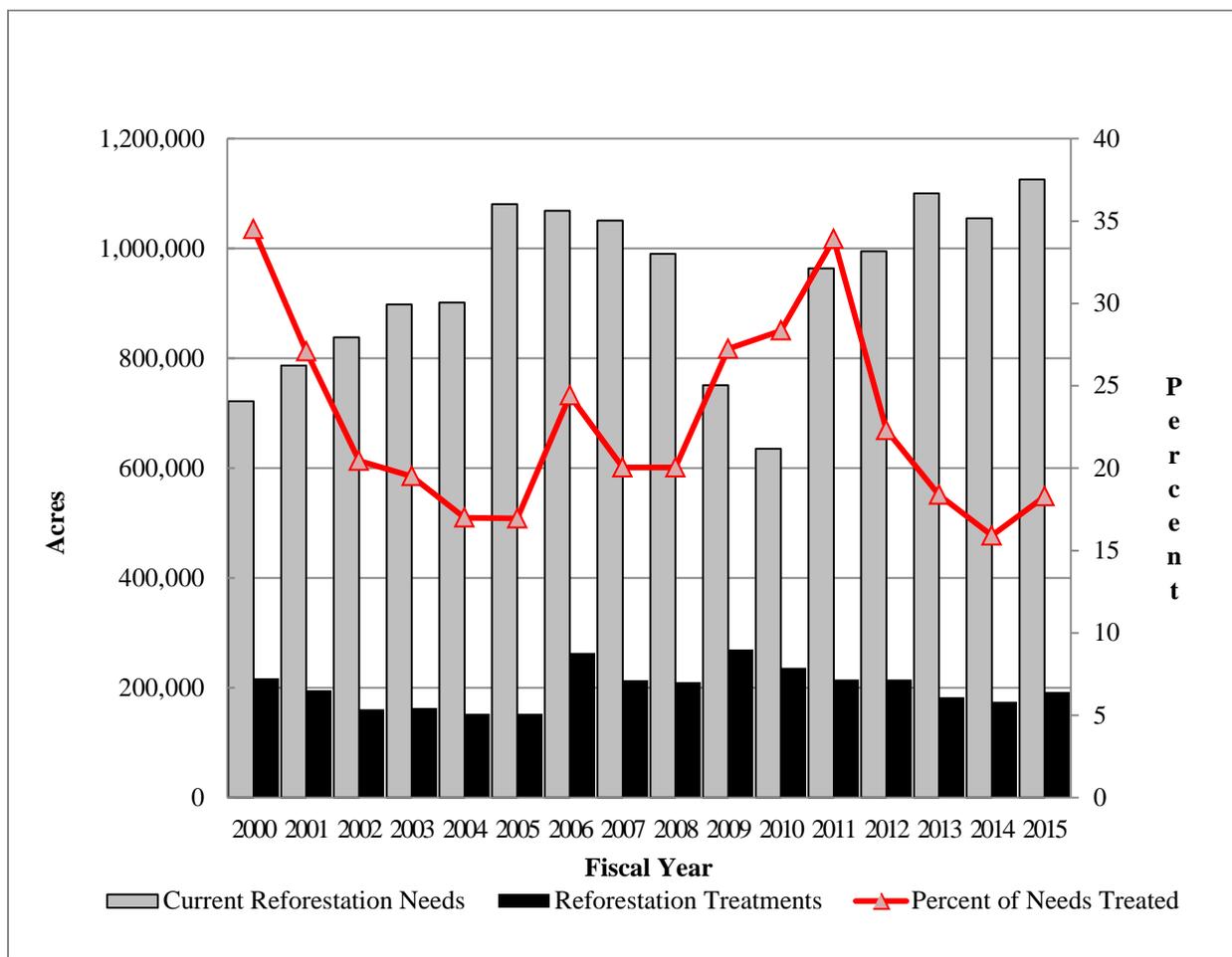
The agency's reforestation capacity is dependent on several program areas, as well as numerous partnerships and cooperative agreements. Reforestation needs generated through timber harvest activities are generally met through funds collected under the Knutson-Vandenberg (K-V) Act authority. Reforestation needs for areas outside of timber sale areas are primarily funded by the Reforestation Trust Fund. Non-profit partners and civic groups also contribute to the agency's capacity for reforestation through partnerships and matching fund agreements.

In FY 2015, the agency reforested a total of 192,878 acres. Of this total, the agency accomplished 86,337 acres through certification of natural regeneration of sites not requiring preparation. At the start of FY 2015, the agency has identified 1,125,931 acres of NFS lands that can benefit from reforestation. The identified acres are the result of completed silviculture diagnoses and prescriptions. The on-going assessments of areas impacted by wildfire in prior years, including the severe fire season of 2015, resulted in additional acres that would benefit from reforestation.

The agency's total reforestation target for FY 2016 is 180,000 acres, which will be funded from multiple sources. This includes acres accomplished using the Reforestation Trust Fund and K-V Trust Funds, and additional work achieved through partnerships. Actual accomplishments may vary significantly depending on the type of treatment necessary to meet restoration objectives and the cost of that treatment.

The graph below shows reforestation needs and accomplishments for FY 2000 through FY 2015. Since FY 2000, reforestation needs have grown. This is due to large wildfires affecting NFS lands in the west and insect epidemics in the East. From FY 2000 through FY 2015, the agency has addressed about 24 percent of the reforestation needs nationally. Reforestation capacity and the projected accomplishments for FY 2017 will continue to reflect the agency's restoration objectives.

**Trends in Reforestation to FY 2000-2015**



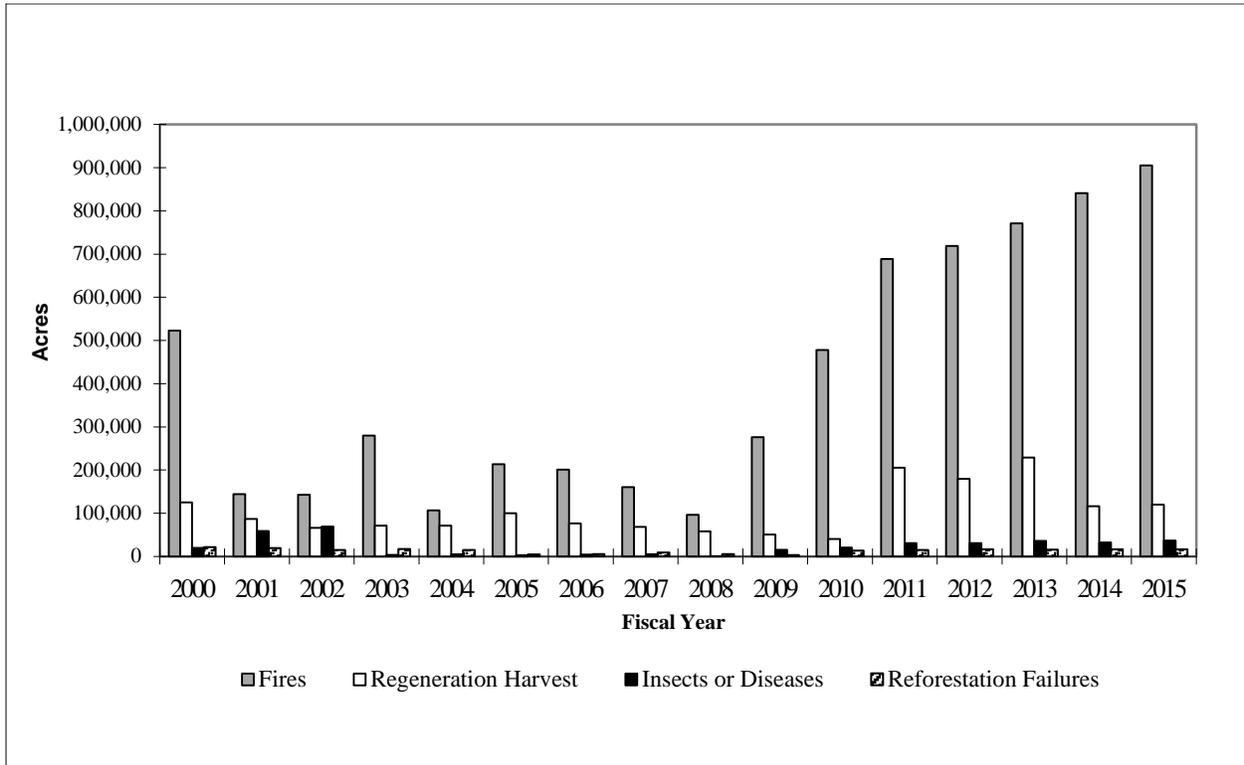
<sup>1/</sup>This graph displays the current reforestation needs as of the end of FY 2015.

<sup>2/</sup>The percent accomplishment is calculated by dividing the current year's accomplishment by the prior fiscal year need.

The graph of reforestation needs below shows the relative significance of various contributing factors on reforestation needs. The majority of the new reforestation areas are the result of wildfires, particularly in the western regions. These areas are identified based on the opportunity to re-establish desired vegetation through sequenced silviculture prescriptions. This includes artificial regeneration either by planting or seeding as well as certification of natural regeneration when there are sufficient seed-producing trees on the site. To assure that successful regeneration is taking place, reforestation areas are scheduled for periodic stocking surveys. The increase in reforestation need created by wildfires accelerates in years with severe fire seasons —such as FY 2015. The number is derived as a result of continued assessments of the need from fires in prior

years and the development of detailed silvicultural prescriptions and treatment plans for re-establishing forest vegetation.

**Causal Agent for Reforestation Needs  
FY 2000-2015**



## Region, Station, and Area Allocations

### **Background**

This exhibit is not required by Congressional direction; however, it is included to provide historical information on allocations of appropriations at the Fund and Budget Line Item levels to Forest Service Regions, Stations and Areas.

### **Overview**

The Office of Management and Budget apportions all funds available to the Forest Service prior to obligation or disbursement. Once funds are apportioned to the Forest Service at the fund level, they are allocated throughout the agency to Budget Line Items in the Regions, Stations, and Areas.

The Forest Service operates through nine geographical regions, seven research stations, the Northeastern Area - State and Private Forestry, the Albuquerque Service Center in Albuquerque, New Mexico, and the national headquarters in Washington, DC. Allocations are determined by balancing the priorities of Congress, the Administration, agency leadership, and Region/Station/Area capabilities. They act as agency administrative divisions of apportionments and are used to monitor financial status and prevent deficiency.

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>	Region 1 - Northern Region			Region 2 - Rocky Mountain Region		
	FY13	FY14	FY15	FY13	FY14	FY15
	<b>Forest and Rangeland Research</b>	\$0	\$0	\$0	\$48	\$86
<b>State &amp; Private Forestry</b>						
Forest Health Management - Federal Lands	\$1,350	\$3,685	\$3,956	\$1,217	\$3,307	\$3,709
State Fire Assistance	1,354	0	0	2,056	0	0
Forest Health Management - Cooperative Lands	1,637	1,870	1,382	2,091	3,077	2,137
Volunteer Fire Assistance	403	0	0	701	0	0
Forest Stewardship	896	581	574	1,308	1,118	1,149
Forest Legacy Program	4,298	5,441	15,424	9,502	320	344
Community Forest & Open Space Conservation	367	0	0	0	0	0
Urban and Community Forestry	1,205	746	771	2,341	1,751	1,784
Forest Resources Information and Analysis	0	0	0	47	0	0
Landscape Scale Restoration	0	0	475	0	0	1,870
International Forestry	0	0	0	0	0	0
<b>Total State &amp; Private Forestry</b>	<b>\$11,511</b>	<b>\$12,323</b>	<b>\$22,582</b>	<b>\$19,263</b>	<b>\$9,573</b>	<b>\$10,993</b>
<b>National Forest System</b>						
Collaborative Forest Landscape Restoration	\$5,961	\$6,166	\$5,534	\$3,744	\$3,368	\$3,167
Land Management Planning	3,002	3,322	4,028	2,564	1,766	2,033
Inventory and Monitoring	10,387	11,268	10,913	8,382	9,483	9,365
Recreation, Heritage, and Wilderness	14,853	15,529	17,215	23,754	24,015	24,271
Wildlife and Fisheries Habitat Management	0	0	0	8,629	9,938	10,140
Grazing Management	5,887	6,270	6,389	8,405	8,945	8,811
Forest Products	0	0	0	23,842	30,217	29,598
Vegetation and Watershed Management	0	0	0	12,913	14,217	14,139
Minerals and Geology Management	9,922	9,856	8,431	7,594	8,386	8,546
Landownership Management	5,659	5,786	6,101	6,406	6,533	6,959
Law Enforcement Operations	0	0	0	0	0	0
Valles Caldera National Preserve	0	0	0	0	0	0
Restoration Partnerships	0	0	0	0	0	0
Integrated Resource Restoration	68,221	69,274	77,604	0	0	0
<b>Total National Forest System</b>	<b>\$123,892</b>	<b>\$127,471</b>	<b>\$136,215</b>	<b>\$106,234</b>	<b>\$116,867</b>	<b>\$117,029</b>
<b>Wildland Fire Management</b>						
Fire Preparedness	\$58,786	\$62,146	\$62,434	\$30,753	\$30,713	\$31,330
Fire Operations -- Suppression	0	0	0	0	0	0
Hazardous Fuels	15,723	14,043	14,668	25,991	23,832	23,942
Fire Research and Development (NFP)	0	0	0	0	0	0
Joint Fire Sciences	0	0	0	0	0	0
Forest Health Management -- Federal Lands (NFP)	2,142	0	0	1,879	0	0
Forest Health Management -- Cooperative Lands (NFP)	1,013	0	0	955	0	0
State Fire Assistance (NFP)	3,259	0	0	6,089	0	0
Volunteer Fire Assistance (NFP)	474	0	0	563	0	0
Coop Fire Protection-State Fire Assistance	0	2,059	5,242	0	3,441	8,411
Coop Fire Protection-Volunteer Fire Assistance	0	933	778	0	1,323	1,160
<b>Total Wildland Fire Management</b>	<b>\$81,397</b>	<b>\$79,181</b>	<b>\$83,122</b>	<b>\$66,230</b>	<b>\$59,309</b>	<b>\$64,843</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Capital Improvement &amp; Maintenance</b>						
Facilities	\$2,432	\$3,672	\$4,853	\$6,209	\$6,898	\$5,985
Roads	14,855	14,721	14,471	17,897	15,864	16,629
Trails	10,187	10,656	11,126	7,814	8,040	8,396
Infrastructure Improvement	969	1,009	0	0	280	0
Legacy Roads and Trails	0	0	0	3,437	2,782	3,165
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$28,444</b>	<b>\$30,058</b>	<b>\$30,450</b>	<b>\$35,356</b>	<b>\$33,864</b>	<b>\$34,175</b>
<b>Land Acquisition</b>						
Land Acquisition -- Land and Water Conservation Fund	\$854	\$797	\$2,634	\$450	\$485	\$526
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0
<b>Total Land Acquisition</b>	<b>\$854</b>	<b>\$797</b>	<b>\$2,634</b>	<b>\$450</b>	<b>\$485</b>	<b>\$526</b>
<b>Range Betterment Fund</b>	<b>\$239</b>	<b>\$0</b>	<b>\$261</b>	<b>\$448</b>	<b>\$0</b>	<b>\$481</b>
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$246,336</b>	<b>\$249,830</b>	<b>\$275,264</b>	<b>\$228,030</b>	<b>\$220,184</b>	<b>\$228,089</b>
<b>Permanent Working Funds</b>	<b>\$14,492</b>	<b>\$14,858</b>	<b>\$16,632</b>	<b>\$11,279</b>	<b>\$12,011</b>	<b>\$13,913</b>
<b>Trust Funds</b>	<b>\$12,073</b>	<b>\$11,861</b>	<b>\$12,263</b>	<b>\$10,103</b>	<b>\$11,230</b>	<b>\$11,369</b>
<b>TOTAL ALL FUNDS</b>	<b>\$272,901</b>	<b>\$276,550</b>	<b>\$304,159</b>	<b>\$249,412</b>	<b>\$243,425</b>	<b>\$253,371</b>

1/ Totals do not include payment to States

2/ Permanent & Trust funds amounts = allocations for current year operations, not total receipts

*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>		Region 3 - Southwestern Region			Region 4 - Intermountain Region		
		FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>		\$3	\$12	\$1	\$5	\$0	\$1
<b>State &amp; Private Forestry</b>							
Forest Health Management - Federal Lands		\$422	\$1,620	\$1,866	\$942	\$3,055	\$3,133
State Fire Assistance		606	0	0	620	0	0
Forest Health Management - Cooperative Lands		819	1,075	1,090	1,161	1,365	1,172
Volunteer Fire Assistance		168	0	0	130	0	0
Forest Stewardship		709	521	521	814	398	406
Forest Legacy Program		143	3,117	2,551	175	180	2,659
Community Forest & Open Space Conservation		0	0	0	0	0	0
Urban and Community Forestry		722	724	722	1,330	671	686
Forest Resources Information and Analysis		0	0	0	0	0	0
Landscape Scale Restoration		0	0	300	0	0	1,045
International Forestry		0	0	0	0	0	0
<b>Total State &amp; Private Forestry</b>		<b>\$3,589</b>	<b>\$7,059</b>	<b>\$7,049</b>	<b>\$5,171</b>	<b>\$5,669</b>	<b>\$9,102</b>
<b>National Forest System</b>							
Collaborative Forest Landscape Restoration		\$5,989	\$6,136	\$4,849	\$2,592	\$2,691	\$2,635
Land Management Planning		3,865	3,939	4,412	1,411	1,472	1,322
Inventory and Monitoring		8,805	10,648	10,288	10,946	11,314	11,719
Recreation, Heritage, and Wilderness		23,356	22,703	22,945	25,549	25,142	25,521
Wildlife and Fisheries Habitat Management		0	0	0	0	0	0
Grazing Management		9,568	10,274	10,137	10,047	10,530	10,483
Forest Products		0	0	0	0	0	0
Vegetation and Watershed Management		0	0	0	0	0	0
Minerals and Geology Management		6,848	7,572	6,622	10,307	9,716	9,790
Landownership Management		4,906	4,995	5,093	6,689	6,416	6,478
Law Enforcement Operations		0	0	0	0	0	0
Valles Caldera National Preserve		0	0	0	0	0	0
Restoration Partnerships		0	0	0	0	0	0
Integrated Resource Restoration		44,022	46,186	55,310	48,999	51,209	54,631
<b>Total National Forest System</b>		<b>\$107,359</b>	<b>\$112,452</b>	<b>\$119,655</b>	<b>\$116,539</b>	<b>\$118,491</b>	<b>\$122,579</b>
<b>Wildland Fire Management</b>							
Fire Preparedness		\$62,410	\$66,118	\$66,856	\$60,753	\$59,337	\$59,838
Fire Operations -- Suppression		0	0	0	0	0	1,284
Hazardous Fuels		26,951	26,545	26,528	20,210	20,409	20,558
Fire Research and Development (NFP)		0	0	0	0	0	0
Joint Fire Sciences		0	0	0	0	0	0
Forest Health Management -- Federal Lands (NFP)		1,257	0	0	1,627	0	0
Forest Health Management -- Cooperative Lands (NFP)		194	0	0	938	0	0
State Fire Assistance (NFP)		1,077	0	0	3,037	0	0
Volunteer Fire Assistance (NFP)		386	0	0	208	0	0
Coop Fire Protection-State Fire Assistance		0	962	2,419	0	977	2,810
Coop Fire Protection-Volunteer Fire Assistance		0	605	808	0	364	293
<b>Total Wildland Fire Management</b>		<b>\$92,274</b>	<b>\$94,230</b>	<b>\$96,610</b>	<b>\$86,773</b>	<b>\$81,088</b>	<b>\$84,783</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>		\$0	\$0	\$0	\$0	\$0	\$0
<b>Capital Improvement &amp; Maintenance</b>							
Facilities		\$4,214	\$5,061	\$6,268	\$4,559	\$4,982	\$5,132
Roads		14,304	14,728	15,107	15,374	15,403	16,749
Trails		3,730	3,790	4,161	7,623	7,695	8,206
Infrastructure Improvement		767	511	343	0	0	80
Legacy Roads and Trails		0	0	0	0	0	0
<b>Total Capital Improvement &amp; Maintenance</b>		<b>\$23,016</b>	<b>\$24,090</b>	<b>\$25,879</b>	<b>\$27,557</b>	<b>\$28,080</b>	<b>\$30,167</b>
<b>Land Acquisition</b>							
Land Acquisition -- Land and Water Conservation Fund		\$246	\$219	\$282	\$706	\$616	\$614
Acquisition of Lands for National Forests, Special Acts		0	0	0	0	46	475
Acquisition of Lands to Complete Land Exchanges		0	0	0	0	0	0
<b>Total Land Acquisition</b>		<b>\$246</b>	<b>\$219</b>	<b>\$282</b>	<b>\$706</b>	<b>\$662</b>	<b>\$1,089</b>
<b>Range Betterment Fund</b>		<b>\$617</b>	<b>\$0</b>	<b>\$677</b>	<b>\$692</b>	<b>\$0</b>	<b>\$759</b>
<b>Gifts, Donations, and Bequests for Research</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Management of NF Lands for Subsistence Uses</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>		<b>\$227,104</b>	<b>\$238,062</b>	<b>\$250,154</b>	<b>\$237,444</b>	<b>\$233,990</b>	<b>\$248,479</b>
<b>Permanent Working Funds</b>		<b>\$13,760</b>	<b>\$13,402</b>	<b>\$11,894</b>	<b>\$32,538</b>	<b>\$35,012</b>	<b>\$26,132</b>
<b>Trust Funds</b>		<b>\$4,569</b>	<b>\$3,651</b>	<b>\$3,704</b>	<b>\$4,717</b>	<b>\$5,869</b>	<b>\$5,907</b>
<b>TOTAL ALL FUNDS</b>		<b>\$245,433</b>	<b>\$255,115</b>	<b>\$265,752</b>	<b>\$274,699</b>	<b>\$274,870</b>	<b>\$280,518</b>

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*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>		Region 5 - Pacific Southwest Region			Region 6 - Pacific Northwest Region		
		FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>		\$0	\$0	\$0	\$3	\$88	\$88
<b>State &amp; Private Forestry</b>							
Forest Health Management - Federal Lands	\$565	\$3,567	\$3,911	\$2,307	\$6,387	\$6,487	
State Fire Assistance	1,539	0	0	1,794	0	0	
Forest Health Management - Cooperative Lands	1,979	2,683	2,401	1,640	2,989	2,773	
Volunteer Fire Assistance	338	0	0	208	0	0	
Forest Stewardship	1,176	1,063	1,055	832	714	736	
Forest Legacy Program	3,543	4,587	1,457	4,748	7,252	4,281	
Community Forest & Open Space Conservation	0	0	0	1,110	0	0	
Urban and Community Forestry	2,699	2,572	2,423	836	815	809	
Forest Resources Information and Analysis	2	0	0	478	0	0	
Landscape Scale Restoration	0	0	75	0	0	600	
International Forestry	0	0	0	0	0	0	
<b>Total State &amp; Private Forestry</b>	<b>\$11,841</b>	<b>\$14,472</b>	<b>\$11,321</b>	<b>\$13,953</b>	<b>\$18,157</b>	<b>\$15,686</b>	
<b>National Forest System</b>							
Collaborative Forest Landscape Restoration	\$2,249	\$3,201	\$2,429	\$9,148	\$7,947	\$7,237	
Land Management Planning	3,214	3,362	2,980	3,871	4,029	3,596	
Inventory and Monitoring	11,297	11,680	12,421	12,054	12,452	12,853	
Recreation, Heritage, and Wilderness	26,560	26,307	26,740	26,081	26,559	26,867	
Wildlife and Fisheries Habitat Management	13,372	14,142	13,517	17,741	17,393	17,608	
Grazing Management	3,510	3,668	3,737	4,047	4,643	4,617	
Forest Products	32,924	42,397	33,736	60,575	60,087	59,693	
Vegetation and Watershed Management	16,961	18,485	17,368	24,302	24,316	24,270	
Minerals and Geology Management	5,943	4,999	5,704	4,223	4,523	4,320	
Landownership Management	8,069	8,142	8,184	7,104	7,048	6,850	
Law Enforcement Operations	0	0	0	0	0	0	
Valles Caldera National Preserve	0	0	0	0	0	0	
Restoration Partnerships	0	0	0	0	0	0	
Integrated Resource Restoration	0	0	0	0	0	0	
<b>Total National Forest System</b>	<b>\$124,098</b>	<b>\$136,384</b>	<b>\$126,815</b>	<b>\$169,147</b>	<b>\$168,998</b>	<b>\$167,911</b>	
<b>Wildland Fire Management</b>							
Fire Preparedness	\$234,969	\$248,593	\$250,106	\$78,832	\$83,996	\$85,464	
Fire Operations -- Suppression	0	0	0	0	0	0	
Hazardous Fuels	49,348	51,128	50,732	30,689	29,442	31,856	
Fire Research and Development (NFP)	0	0	0	0	0	0	
Joint Fire Sciences	0	0	0	34	0	0	
Forest Health Management -- Federal Lands (NFP)	2,587	0	0	3,519	0	0	
Forest Health Management -- Cooperative Lands (NFP)	1,585	0	0	2,077	0	0	
State Fire Assistance (NFP)	6,384	0	0	7,141	0	0	
Volunteer Fire Assistance (NFP)	653	0	0	474	0	0	
Coop Fire Protection-State Fire Assistance	0	6,887	7,647	0	5,251	7,569	
Coop Fire Protection-Volunteer Fire Assistance	0	1,075	1,081	0	745	920	
<b>Total Wildland Fire Management</b>	<b>\$295,525</b>	<b>\$307,683</b>	<b>\$309,566</b>	<b>\$122,766</b>	<b>\$119,434</b>	<b>\$125,809</b>	
<b>FLAME Wildfire Suppression Reserve Fund</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Capital Improvement &amp; Maintenance</b>							
Facilities	\$5,606	\$6,192	\$6,346	\$7,330	\$5,625	\$5,845	
Roads	15,984	16,148	16,435	20,957	21,887	21,408	
Trails	6,258	6,533	6,933	6,884	7,101	8,007	
Infrastructure Improvement	0	0	2,078	601	0	0	
Legacy Roads and Trails	6,372	4,914	5,501	7,732	6,429	7,040	
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$34,220</b>	<b>\$33,787</b>	<b>\$37,294</b>	<b>\$43,504</b>	<b>\$41,043</b>	<b>\$42,300</b>	
<b>Land Acquisition</b>							
Land Acquisition -- Land and Water Conservation Fund	\$631	\$687	\$826	\$626	\$687	\$668	
Acquisition of Lands for National Forests, Special Acts	0	866	475	0	0	0	
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0	
<b>Total Land Acquisition</b>	<b>\$631</b>	<b>\$1,553</b>	<b>\$1,301</b>	<b>\$626</b>	<b>\$687</b>	<b>\$668</b>	
<b>Range Betterment Fund</b>	<b>\$141</b>	<b>\$0</b>	<b>\$129</b>	<b>\$199</b>	<b>\$0</b>	<b>\$229</b>	
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$466,457</b>	<b>\$493,879</b>	<b>\$486,426</b>	<b>\$350,197</b>	<b>\$348,406</b>	<b>\$352,691</b>	
<b>Permanent Working Funds</b>	<b>\$45,001</b>	<b>\$42,133</b>	<b>\$59,361</b>	<b>\$42,302</b>	<b>\$46,536</b>	<b>\$37,895</b>	
<b>Trust Funds</b>	<b>\$60,006</b>	<b>\$52,635</b>	<b>\$52,604</b>	<b>\$29,133</b>	<b>\$35,902</b>	<b>\$33,290</b>	
<b>TOTAL ALL FUNDS</b>	<b>\$571,464</b>	<b>\$588,647</b>	<b>\$598,391</b>	<b>\$421,632</b>	<b>\$430,844</b>	<b>\$423,875</b>	

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*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>	Region 8 - Southern Regions			Region 9 - Eastern Region		
	FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>	<b>\$104</b>	<b>\$125</b>	<b>\$126</b>	<b>\$3</b>	<b>\$0</b>	<b>\$1</b>
<b>State &amp; Private Forestry</b>						
Forest Health Management - Federal Lands	\$8,957	\$7,600	\$8,315	\$86	\$23	\$25
State Fire Assistance	6,228	0	0	75	0	0
Forest Health Management - Cooperative Lands	7,593	8,278	7,836	110	0	0
Volunteer Fire Assistance	1,740	0	0	0	0	0
Forest Stewardship	7,780	5,116	5,315	3	0	0
Forest Legacy Program	7,121	5,789	8,476	21	0	0
Community Forest & Open Space Conservation	25	0	0	0	0	0
Urban and Community Forestry	6,336	5,821	5,705	18	0	0
Forest Resources Information and Analysis	0	0	0	34	0	0
Landscape Scale Restoration	0	0	4,587	0	0	0
International Forestry	0	0	0	0	0	0
<b>Total State &amp; Private Forestry</b>	<b>\$45,779</b>	<b>\$32,604</b>	<b>\$40,233</b>	<b>\$346</b>	<b>\$23</b>	<b>\$25</b>
<b>National Forest System</b>						
Collaborative Forest Landscape Restoration	\$6,878	\$6,259	\$7,159	\$1,293	\$917	\$851
Land Management Planning	3,111	3,903	3,188	1,640	1,484	1,413
Inventory and Monitoring	10,642	9,613	9,936	9,237	9,530	9,793
Recreation, Heritage, and Wilderness	27,740	27,664	28,185	22,320	22,025	23,395
Wildlife and Fisheries Habitat Management	16,729	19,190	19,800	14,375	16,277	16,544
Grazing Management	551	618	631	545	596	618
Forest Products	29,999	33,911	35,405	34,750	40,990	41,142
Vegetation and Watershed Management	14,504	16,004	17,328	16,320	17,586	19,291
Minerals and Geology Management	4,713	4,884	4,541	5,554	5,780	5,635
Landownership Management	7,721	7,612	7,901	7,681	7,502	7,725
Law Enforcement Operations	0	0	0	0	0	0
Valles Caldera National Preserve	0	0	0	0	0	0
Restoration Partnerships	0	0	0	0	0	0
Integrated Resource Restoration	0	0	0	0	0	0
<b>Total National Forest System</b>	<b>\$122,588</b>	<b>\$129,660</b>	<b>\$134,074</b>	<b>\$113,715</b>	<b>\$122,687</b>	<b>\$126,406</b>
<b>Wildland Fire Management</b>						
Fire Preparedness	\$36,163	\$38,416	\$39,048	\$23,025	\$24,472	\$24,611
Fire Operations -- Suppression	0	0	0	0	0	0
Hazardous Fuels	40,979	39,523	41,656	12,988	12,020	12,524
Fire Research and Development (NFP)	0	0	0	0	0	0
Joint Fire Sciences	0	0	0	0	0	0
Forest Health Management -- Federal Lands (NFP)	41	0	0	0	0	0
Forest Health Management -- Cooperative Lands (NFP)	51	0	0	0	0	0
State Fire Assistance (NFP)	12,668	0	0	0	0	0
Volunteer Fire Assistance (NFP)	1,509	0	0	0	0	0
Coop Fire Protection-State Fire Assistance	0	16,737	17,202	0	75	75
Coop Fire Protection-Volunteer Fire Assistance	0	3,411	3,730	0	0	0
<b>Total Wildland Fire Management</b>	<b>\$91,411</b>	<b>\$98,088</b>	<b>\$101,636</b>	<b>\$36,013</b>	<b>\$36,567</b>	<b>\$37,210</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Capital Improvement &amp; Maintenance</b>						
Facilities	\$9,234	\$7,970	\$8,117	\$5,441	\$8,354	\$6,038
Roads	17,415	17,713	18,037	14,007	14,031	14,417
Trails	7,351	7,542	8,133	6,350	6,481	6,883
Infrastructure Improvement	293	700	586	0	437	0
Legacy Roads and Trails	4,542	3,612	4,012	3,428	2,617	2,936
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$38,834</b>	<b>\$37,537</b>	<b>\$38,885</b>	<b>\$29,225</b>	<b>\$31,920</b>	<b>\$30,274</b>
<b>Land Acquisition</b>						
Land Acquisition -- Land and Water Conservation Fund	\$998	\$1,119	\$1,112	\$1,041	\$1,255	\$1,350
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0
<b>Total Land Acquisition</b>	<b>\$998</b>	<b>\$1,119</b>	<b>\$1,112</b>	<b>\$1,041</b>	<b>\$1,255</b>	<b>\$1,350</b>
<b>Range Betterment Fund</b>	<b>\$1</b>	<b>\$0</b>	<b>\$1</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$299,715</b>	<b>\$299,133</b>	<b>\$316,067</b>	<b>\$180,345</b>	<b>\$192,452</b>	<b>\$195,266</b>
<b>Permanent Working Funds</b>	<b>\$24,798</b>	<b>\$30,629</b>	<b>\$27,281</b>	<b>\$20,561</b>	<b>\$22,240</b>	<b>\$22,700</b>
<b>Trust Funds</b>	<b>\$40,494</b>	<b>\$56,340</b>	<b>\$40,072</b>	<b>\$20,729</b>	<b>\$16,733</b>	<b>\$17,437</b>
<b>TOTAL ALL FUNDS</b>	<b>\$365,007</b>	<b>\$386,103</b>	<b>\$383,420</b>	<b>\$221,635</b>	<b>\$231,425</b>	<b>\$235,403</b>

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*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015				Region 10 - Alaska Region			Forest Products Lab		
(dollars in thousands)	FY13	FY14	FY15	FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>	\$0	\$47	\$82	\$17,816	\$19,722	\$20,228			
<b>State &amp; Private Forestry</b>									
Forest Health Management - Federal Lands	\$745	\$1,569	\$2,091	\$0	\$0	\$0			
State Fire Assistance	667	0	0	0	0	0			
Forest Health Management - Cooperative Lands	1,060	2,305	1,491	0	0	0			
Volunteer Fire Assistance	139	0	0	0	0	0			
Forest Stewardship	639	538	554	0	0	0			
Forest Legacy Program	57	60	47	0	0	0			
Community Forest & Open Space Conservation	0	0	0	0	0	0			
Urban and Community Forestry	250	248	252	0	0	0			
Forest Resources Information and Analysis	0	0	0	0	0	0			
Landscape Scale Restoration	0	0	135	0	0	0			
International Forestry	0	0	0	0	0	0			
<b>Total State &amp; Private Forestry</b>	<b>\$3,557</b>	<b>\$4,720</b>	<b>\$4,570</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>			
<b>National Forest System</b>									
Collaborative Forest Landscape Restoration	\$31	\$0	\$0	\$0	\$0	\$0			
Land Management Planning	663	977	1,117	0	0	0			
Inventory and Monitoring	6,372	6,314	6,697	0	0	0			
Recreation, Heritage, and Wilderness	9,568	9,414	10,721	0	0	0			
Wildlife and Fisheries Habitat Management	9,445	10,504	10,595	0	0	0			
Grazing Management	0	0	0	0	0	0			
Forest Products	16,459	17,927	18,053	0	0	0			
Vegetation and Watershed Management	4,835	5,327	5,004	0	0	0			
Minerals and Geology Management	3,301	3,159	3,325	0	0	0			
Landownership Management	4,049	4,098	4,336	0	0	0			
Law Enforcement Operations	0	0	0	0	0	0			
Valles Caldera National Preserve	0	0	0	0	0	0			
Restoration Partnerships	0	0	0	0	0	0			
Integrated Resource Restoration	0	0	0	0	0	0			
<b>Total National Forest System</b>	<b>\$54,722</b>	<b>\$57,720</b>	<b>\$59,849</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>			
<b>Wildland Fire Management</b>									
Fire Preparedness	\$2,873	\$2,946	\$2,914	\$0	\$0	\$0			
Fire Operations -- Suppression	0	0	0	0	0	0			
Hazardous Fuels	985	999	976	800	650	650			
Fire Research and Development (NFP)	0	0	0	651	651	651			
Joint Fire Sciences	0	0	0	0	0	0			
Forest Health Management -- Federal Lands (NFP)	1,048	0	0	0	0	0			
Forest Health Management -- Cooperative Lands (NFP)	598	0	0	0	0	0			
State Fire Assistance (NFP)	1,683	0	0	0	0	0			
Volunteer Fire Assistance (NFP)	207	0	0	0	0	0			
Coop Fire Protection-State Fire Assistance	0	1,075	1,940	0	0	0			
Coop Fire Protection-Volunteer Fire Assistance	0	372	111	0	0	0			
<b>Total Wildland Fire Management</b>	<b>\$7,394</b>	<b>\$5,392</b>	<b>\$5,942</b>	<b>\$1,451</b>	<b>\$1,301</b>	<b>\$1,301</b>			
<b>FLAME Wildfire Suppression Reserve Fund</b>									
	\$0	\$0	\$0	\$0	\$0	\$0			
<b>Capital Improvement &amp; Maintenance</b>									
Facilities	\$4,952	\$4,845	\$6,267	\$0	\$1,165	\$1,291			
Roads	7,424	7,642	10,052	0	0	0			
Trails	4,173	4,255	4,503	0	0	0			
Infrastructure Improvement	0	0	0	0	0	0			
Legacy Roads and Trails	613	478	540	0	0	0			
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$17,162</b>	<b>\$17,220</b>	<b>\$21,363</b>	<b>\$0</b>	<b>\$1,165</b>	<b>\$1,291</b>			
<b>Land Acquisition</b>									
Land Acquisition -- Land and Water Conservation Fund	\$304	\$131	\$178	\$0	\$0	\$0			
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0			
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0			
<b>Total Land Acquisition</b>	<b>\$304</b>	<b>\$131</b>	<b>\$178</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>			
<b>Range Betterment Fund</b>									
	\$0	\$0	\$0	\$0	\$0	\$0			
<b>Gifts, Donations, and Bequests for Research</b>									
	\$0	\$0	\$0	\$0	\$25	\$15			
<b>Management of NF Lands for Subsistence Uses</b>									
	\$1,968	\$2,076	\$2,500	\$0	\$0	\$0			
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$85,107</b>	<b>\$87,306</b>	<b>\$94,483</b>	<b>\$19,267</b>	<b>\$22,213</b>	<b>\$22,835</b>			
<b>Permanent Working Funds</b>									
	\$6,806	\$7,205	\$6,572	\$0	\$0	\$0			
<b>Trust Funds</b>									
	\$6,509	\$6,062	\$5,155	\$450	\$450	\$450			
<b>TOTAL ALL FUNDS</b>	<b>\$98,422</b>	<b>\$100,572</b>	<b>\$106,211</b>	<b>\$19,717</b>	<b>\$22,663</b>	<b>\$23,285</b>			

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*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool funding</b> allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>		Rocky Mountain Research Station			Northern Research Station		
		FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>		<b>\$37,799</b>	<b>\$40,725</b>	<b>\$41,877</b>	<b>\$51,538</b>	<b>\$54,621</b>	<b>\$55,027</b>
<b>State &amp; Private Forestry</b>							
Forest Health Management - Federal Lands	\$160	\$0	\$186	\$169	\$80	\$35	
State Fire Assistance	0	0	0	0	0	0	
Forest Health Management - Cooperative Lands	105	946	1,988	212	112	70	
Volunteer Fire Assistance	0	0	0	0	0	0	
Forest Stewardship	197	182	252	0	0	0	
Forest Legacy Program	10	0	0	65	85	65	
Community Forest & Open Space Conservation	0	0	0	0	0	0	
Urban and Community Forestry	0	0	0	25	25	25	
Forest Resources Information and Analysis	828	0	0	1,021	0	0	
Landscape Scale Restoration	0	0	0	0	0	0	
International Forestry	0	0	0	0	0	0	
<b>Total State &amp; Private Forestry</b>	<b>\$1,300</b>	<b>\$1,128</b>	<b>\$2,426</b>	<b>\$1,492</b>	<b>\$302</b>	<b>\$195</b>	
<b>National Forest System</b>							
Collaborative Forest Landscape Restoration	\$0	\$0	\$0	\$0	\$0	\$0	
Land Management Planning	0	0	23	0	0	0	
Inventory and Monitoring	0	0	45	0	0	0	
Recreation, Heritage, and Wilderness	29	29	245	26	26	26	
Wildlife and Fisheries Habitat Management	0	0	315	0	0	0	
Grazing Management	0	0	0	0	0	0	
Forest Products	0	0	265	0	0	0	
Vegetation and Watershed Management	0	42	307	0	0	0	
Minerals and Geology Management	0	0	54	0	0	0	
Landownership Management	0	0	36	0	0	0	
Law Enforcement Operations	0	0	0	0	0	0	
Valles Caldera National Preserve	0	0	0	0	0	0	
Restoration Partnerships	0	0	0	0	0	0	
Integrated Resource Restoration	0	0	0	0	0	0	
<b>Total National Forest System</b>	<b>\$29</b>	<b>\$71</b>	<b>\$1,290</b>	<b>\$26</b>	<b>\$26</b>	<b>\$26</b>	
<b>Wildland Fire Management</b>							
Fire Preparedness	\$1,140	\$937	\$3,194	\$0	\$0	\$0	
Fire Operations -- Suppression	0	0	1,266	0	0	0	
Hazardous Fuels	1,118	1,045	1,589	48	48	57	
Fire Research and Development (NFP)	7,278	6,911	6,746	3,120	2,944	2,944	
Joint Fire Sciences	762	0	0	75	0	0	
Forest Health Management -- Federal Lands (NFP)	16	0	0	0	0	0	
Forest Health Management -- Cooperative Lands (NFP)	0	0	0	46	0	0	
State Fire Assistance (NFP)	0	0	0	0	0	0	
Volunteer Fire Assistance (NFP)	0	0	0	0	0	0	
Coop Fire Protection-State Fire Assistance	0	0	99	0	0	0	
Coop Fire Protection-Volunteer Fire Assistance	0	0	0	0	0	0	
<b>Total Wildland Fire Management</b>	<b>\$10,314</b>	<b>\$8,893</b>	<b>\$12,894</b>	<b>\$3,289</b>	<b>\$2,992</b>	<b>\$3,001</b>	
<b>FLAME Wildfire Suppression Reserve Fund</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Capital Improvement &amp; Maintenance</b>							
Facilities	\$2,781	\$985	\$438	\$470	\$506	\$708	
Roads	0	0	0	0	0	0	
Trails	0	0	0	0	0	0	
Infrastructure Improvement	0	0	0	0	0	0	
Legacy Roads and Trails	0	0	0	0	0	0	
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$2,781</b>	<b>\$985</b>	<b>\$438</b>	<b>\$470</b>	<b>\$506</b>	<b>\$708</b>	
<b>Land Acquisition</b>							
Land Acquisition -- Land and Water Conservation Fund	\$0	\$0	\$0	\$0	\$0	\$0	
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0	
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0	
<b>Total Land Acquisition</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Range Betterment Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$52,223</b>	<b>\$51,802</b>	<b>\$58,925</b>	<b>\$56,815</b>	<b>\$58,447</b>	<b>\$58,957</b>	
<b>Permanent Working Funds</b>	<b>\$100</b>	<b>\$100</b>	<b>\$100</b>	<b>\$5</b>	<b>\$5</b>	<b>\$5</b>	
<b>Trust Funds</b>	<b>\$800</b>	<b>\$700</b>	<b>\$700</b>	<b>\$650</b>	<b>\$500</b>	<b>\$500</b>	
<b>TOTAL ALL FUNDS</b>	<b>\$53,123</b>	<b>\$52,602</b>	<b>\$59,724</b>	<b>\$57,470</b>	<b>\$58,952</b>	<b>\$59,462</b>	

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Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>	Pacific Northwest Research Station			Pacific Southwest Research Station		
	FY13	FY14	FY15	FY13	FY14	FY15
	<b>Forest and Rangeland Research</b>	<b>\$38,152</b>	<b>\$40,287</b>	<b>\$40,546</b>	<b>\$18,579</b>	<b>\$20,090</b>
<b>State &amp; Private Forestry</b>						
Forest Health Management - Federal Lands	\$15	\$349	\$171	\$10	\$49	\$35
State Fire Assistance	0	0	0	0	0	0
Forest Health Management - Cooperative Lands	380	312	588	60	50	50
Volunteer Fire Assistance	0	0	0	0	0	0
Forest Stewardship	0	0	0	0	0	49
Forest Legacy Program	0	0	0	0	0	24
Community Forest & Open Space Conservation	0	0	0	0	0	0
Urban and Community Forestry	0	0	0	0	0	24
Forest Resources Information and Analysis	827	0	0	0	0	0
Landscape Scale Restoration	0	0	0	0	0	0
International Forestry	0	0	0	0	0	0
<b>Total State &amp; Private Forestry</b>	<b>\$1,222</b>	<b>\$661</b>	<b>\$759</b>	<b>\$70</b>	<b>\$99</b>	<b>\$182</b>
<b>National Forest System</b>						
Collaborative Forest Landscape Restoration	\$0	\$0	\$0	\$0	\$0	\$0
Land Management Planning	0	0	0	0	0	32
Inventory and Monitoring	564	452	912	0	0	0
Recreation, Heritage, and Wilderness	0	0	0	0	0	46
Wildlife and Fisheries Habitat Management	0	0	0	0	0	0
Grazing Management	0	0	0	0	0	0
Forest Products	0	0	0	0	0	0
Vegetation and Watershed Management	188	151	0	0	0	27
Minerals and Geology Management	0	0	0	0	0	0
Landownership Management	0	0	0	0	0	0
Law Enforcement Operations	0	0	0	0	0	0
Valles Caldera National Preserve	0	0	0	0	0	0
Restoration Partnerships	0	0	0	0	0	0
Integrated Resource Restoration	0	0	0	0	0	0
<b>Total National Forest System</b>	<b>\$752</b>	<b>\$603</b>	<b>\$912</b>	<b>\$0</b>	<b>\$0</b>	<b>\$105</b>
<b>Wildland Fire Management</b>						
Fire Preparedness	\$0	\$0	\$0	\$0	\$0	\$0
Fire Operations -- Suppression	0	0	0	0	0	0
Hazardous Fuels	346	239	114	198	0	0
Fire Research and Development (NFP)	4,242	4,082	4,082	2,824	2,690	2,690
Joint Fire Sciences	316	0	0	4	0	0
Forest Health Management -- Federal Lands (NFP)	380	0	0	21	0	0
Forest Health Management -- Cooperative Lands (NFP)	0	0	0	0	0	0
State Fire Assistance (NFP)	0	0	0	0	0	0
Volunteer Fire Assistance (NFP)	0	0	0	0	0	0
Coop Fire Protection-State Fire Assistance	0	0	0	0	0	24
Coop Fire Protection-Volunteer Fire Assistance	0	0	0	0	0	0
<b>Total Wildland Fire Management</b>	<b>\$5,284</b>	<b>\$4,321</b>	<b>\$4,196</b>	<b>\$3,047</b>	<b>\$2,690</b>	<b>\$2,714</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Capital Improvement &amp; Maintenance</b>						
Facilities	\$0	\$830	\$228	\$500	\$689	\$1,070
Roads	0	0	0	0	0	0
Trails	0	0	0	0	0	0
Infrastructure Improvement	0	0	0	0	0	0
Legacy Roads and Trails	0	0	0	0	0	0
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$0</b>	<b>\$830</b>	<b>\$228</b>	<b>\$500</b>	<b>\$689</b>	<b>\$1,070</b>
<b>Land Acquisition</b>						
Land Acquisition -- Land and Water Conservation Fund	\$0	\$0	\$0	\$0	\$0	\$0
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0
<b>Total Land Acquisition</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Range Betterment Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$45,410</b>	<b>\$46,702</b>	<b>\$46,641</b>	<b>\$22,196</b>	<b>\$23,568</b>	<b>\$23,817</b>
<b>Permanent Working Funds</b>	<b>\$1,435</b>	<b>\$35</b>	<b>\$32</b>	<b>\$347</b>	<b>\$1,120</b>	<b>\$220</b>
<b>Trust Funds</b>	<b>\$350</b>	<b>\$500</b>	<b>\$500</b>	<b>\$1,006</b>	<b>\$1,051</b>	<b>\$790</b>
<b>TOTAL ALL FUNDS</b>	<b>\$47,195</b>	<b>\$47,237</b>	<b>\$47,173</b>	<b>\$23,549</b>	<b>\$25,739</b>	<b>\$24,827</b>

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*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool funding</b> allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>		Southern Research Station			International Institute of Tropical Forestry		
		FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>		<b>\$45,097</b>	<b>\$48,278</b>	<b>\$48,187</b>	<b>\$3,586</b>	<b>\$3,582</b>	<b>\$3,829</b>
<b>State &amp; Private Forestry</b>							
Forest Health Management - Federal Lands	\$125	\$322	\$454	\$36	\$180	\$25	
State Fire Assistance	0	0	0	353	0	0	
Forest Health Management - Cooperative Lands	530	513	230	144	258	358	
Volunteer Fire Assistance	0	0	0	54	0	0	
Forest Stewardship	0	0	51	327	387	450	
Forest Legacy Program	10	2	22	85	85	92	
Community Forest & Open Space Conservation	0	0	0	0	0	0	
Urban and Community Forestry	0	0	6	389	416	476	
Forest Resources Information and Analysis	988	0	0	0	0	0	
Landscape Scale Restoration	0	0	0	0	0	0	
International Forestry	0	0	0	0	0	0	
<b>Total State &amp; Private Forestry</b>	<b>\$1,653</b>	<b>\$837</b>	<b>\$763</b>	<b>\$1,388</b>	<b>\$1,326</b>	<b>\$1,401</b>	
<b>National Forest System</b>							
Collaborative Forest Landscape Restoration	\$0	\$0	\$0	\$0	\$0	\$0	
Land Management Planning	0	0	0	0	23	44	
Inventory and Monitoring	564	452	361	0	0	0	
Recreation, Heritage, and Wilderness	0	0	8	0	0	0	
Wildlife and Fisheries Habitat Management	0	0	0	0	0	0	
Grazing Management	0	0	0	0	0	0	
Forest Products	0	0	0	3	0	0	
Vegetation and Watershed Management	188	151	361	0	35	128	
Minerals and Geology Management	0	0	0	0	0	0	
Landownership Management	0	0	0	0	0	0	
Law Enforcement Operations	0	0	0	0	0	0	
Valles Caldera National Preserve	0	0	0	0	0	0	
Restoration Partnerships	0	0	0	0	0	0	
Integrated Resource Restoration	0	0	0	0	0	0	
<b>Total National Forest System</b>	<b>\$752</b>	<b>\$603</b>	<b>\$730</b>	<b>\$3</b>	<b>\$58</b>	<b>\$172</b>	
<b>Wildland Fire Management</b>							
Fire Preparedness	\$0	\$0	\$80	\$0	\$0	\$0	
Fire Operations -- Suppression	0	0	0	0	0	0	
Hazardous Fuels	0	191	325	0	0	0	
Fire Research and Development (NFP)	2,397	2,282	2,282	50	100	100	
Joint Fire Sciences	42	0	0	0	0	0	
Forest Health Management -- Federal Lands (NFP)	380	0	0	0	0	0	
Forest Health Management -- Cooperative Lands (NFP)	0	0	0	0	0	0	
State Fire Assistance (NFP)	0	0	0	108	0	0	
Volunteer Fire Assistance (NFP)	0	0	0	52	0	0	
Coop Fire Protection-State Fire Assistance	0	0	0	0	433	459	
Coop Fire Protection-Volunteer Fire Assistance	0	0	0	0	112	28	
<b>Total Wildland Fire Management</b>	<b>\$2,819</b>	<b>\$2,473</b>	<b>\$2,687</b>	<b>\$210</b>	<b>\$645</b>	<b>\$587</b>	
<b>FLAME Wildfire Suppression Reserve Fund</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Capital Improvement &amp; Maintenance</b>							
Facilities	\$0	\$39	\$670	\$0	\$129	\$31	
Roads	0	0	0	0	0	0	
Trails	0	0	0	0	0	0	
Infrastructure Improvement	0	0	0	0	0	0	
Legacy Roads and Trails	0	0	0	0	0	0	
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$0</b>	<b>\$39</b>	<b>\$670</b>	<b>\$0</b>	<b>\$129</b>	<b>\$31</b>	
<b>Land Acquisition</b>							
Land Acquisition -- Land and Water Conservation Fund	\$0	\$0	\$0	\$0	\$0	\$0	
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0	
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0	
<b>Total Land Acquisition</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Range Betterment Fund</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Gifts, Donations, and Bequests for Research</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Management of NF Lands for Subsistence Uses</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$50,321</b>	<b>\$52,230</b>	<b>\$53,037</b>	<b>\$5,187</b>	<b>\$5,741</b>	<b>\$6,020</b>	
<b>Permanent Working Funds</b>	<b>\$5</b>	<b>\$90</b>	<b>\$100</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>Trust Funds</b>	<b>\$1,005</b>	<b>\$1,005</b>	<b>\$405</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	
<b>TOTAL ALL FUNDS</b>	<b>\$51,331</b>	<b>\$53,325</b>	<b>\$53,542</b>	<b>\$5,187</b>	<b>\$5,741</b>	<b>\$6,020</b>	

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*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool</b> funding allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>	Northeastern Area - State & Private Forestry			Albuquerque Service Center		
	FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>	\$0	\$0	\$0	\$32,448	\$29,438	\$29,958
<b>State &amp; Private Forestry</b>						
Forest Health Management - Federal Lands	\$11,008	\$10,568	\$7,342	\$5,947	\$4,796	\$4,607
State Fire Assistance	5,967	0	0	827	0	0
Forest Health Management - Cooperative Lands	13,245	14,967	17,349	1,269	1,664	950
Volunteer Fire Assistance	2,439	0	0	0	0	0
Forest Stewardship	10,391	6,618	6,726	896	839	840
Forest Legacy Program	18,748	21,870	12,449	473	488	445
Community Forest & Open Space Conservation	390	0	0	0	0	0
Urban and Community Forestry	9,452	8,925	9,018	852	854	828
Forest Resources Information and Analysis	0	0	0	294	0	0
Landscape Scale Restoration	0	0	3,427	0	0	0
International Forestry	0	0	0	647	629	613
<b>Total State &amp; Private Forestry</b>	<b>\$71,639</b>	<b>\$62,949</b>	<b>\$56,311</b>	<b>\$11,207</b>	<b>\$9,269</b>	<b>\$8,282</b>
<b>National Forest System</b>						
Collaborative Forest Landscape Restoration	\$0	\$0	\$0	\$0	\$2,313	\$3,530
Land Management Planning	0	0	0	4,021	3,744	3,655
Inventory and Monitoring	0	0	0	14,608	13,707	11,985
Recreation, Heritage, and Wilderness	0	0	0	36,145	35,221	31,673
Wildlife and Fisheries Habitat Management	0	0	0	10,437	9,910	9,809
Grazing Management	0	0	0	5,413	6,082	5,278
Forest Products	0	0	0	35,033	33,413	30,069
Vegetation and Watershed Management	0	0	0	13,188	12,408	12,759
Minerals and Geology Management	0	0	0	7,571	7,066	6,843
Landownership Management	0	0	0	9,633	8,402	7,481
Law Enforcement Operations	0	0	0	14,606	12,919	13,891
Valles Caldera National Preserve	0	0	0	0	0	0
Restoration Partnerships	0	0	0	0	0	0
Integrated Resource Restoration	0	0	0	0	0	0
<b>Total National Forest System</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$150,656</b>	<b>\$145,185</b>	<b>\$136,973</b>
<b>Wildland Fire Management</b>						
Fire Preparedness	\$21	\$0	\$0	\$104,300	\$100,723	\$100,430
Fire Operations -- Suppression	0	0	0	41,522	58,810	59,596
Hazardous Fuels	105	254	255	27,657	23,852	23,437
Fire Research and Development (NFP)	0	0	0	0	0	0
Joint Fire Sciences	0	0	0	0	0	0
Forest Health Management -- Federal Lands (NFP)	4	0	0	0	0	0
Forest Health Management -- Cooperative Lands (NFP)	367	0	0	0	0	0
State Fire Assistance (NFP)	7,573	0	0	0	0	0
Volunteer Fire Assistance (NFP)	1,509	0	0	0	0	0
Coop Fire Protection-State Fire Assistance	0	13,316	13,653	0	784	771
Coop Fire Protection-Volunteer Fire Assistance	0	4,085	4,091	0	0	0
<b>Total Wildland Fire Management</b>	<b>\$9,579</b>	<b>\$17,655</b>	<b>\$17,999</b>	<b>\$173,479</b>	<b>\$184,170</b>	<b>\$184,234</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Capital Improvement &amp; Maintenance</b>						
Facilities	\$1	\$0	\$0	\$9,496	\$6,459	\$5,534
Roads	0	0	0	16,635	15,486	14,568
Trails	0	0	0	9,327	8,205	6,922
Infrastructure Improvement	0	0	0	0	0	0
Legacy Roads and Trails	0	0	0	1,395	1,372	1,328
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$1</b>	<b>\$0</b>	<b>\$0</b>	<b>\$36,853</b>	<b>\$31,521</b>	<b>\$28,352</b>
<b>Land Acquisition</b>						
Land Acquisition -- Land and Water Conservation Fund	\$0	\$0	\$0	\$1,088	\$1,019	\$658
Acquisition of Lands for National Forests, Special Acts	0	0	0	0	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	0	0
<b>Total Land Acquisition</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$1,088</b>	<b>\$1,019</b>	<b>\$658</b>
<b>Range Betterment Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$313</b>	<b>\$286</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$81,219</b>	<b>\$80,604</b>	<b>\$74,310</b>	<b>\$406,043</b>	<b>\$400,888</b>	<b>\$388,457</b>
<b>Permanent Working Funds</b>	<b>\$100</b>	<b>\$42</b>	<b>\$846</b>	<b>\$3,815</b>	<b>\$3,307</b>	<b>\$3,546</b>
<b>Trust Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$6,381</b>	<b>\$6,382</b>	<b>\$6,417</b>
<b>TOTAL ALL FUNDS</b>	<b>\$81,319</b>	<b>\$80,646</b>	<b>\$75,156</b>	<b>\$416,239</b>	<b>\$410,577</b>	<b>\$398,420</b>

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Region, Station, and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool funding</b> allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015 <i>(dollars in thousands)</i>	National Headquarters in Washington, DC (WO)			National		
	FY13	FY14	FY15	FY13	FY14	FY15
<b>Forest and Rangeland Research</b>	<b>\$25,516</b>	<b>\$22,728</b>	<b>\$24,769</b>	<b>\$9,156</b>	<b>\$12,976</b>	<b>\$11,493</b>
<b>State &amp; Private Forestry</b>						
Forest Health Management - Federal Lands	\$6,979	\$7,378	\$7,632	\$3,902	\$4,387	\$4,943
State Fire Assistance	3,062	0	0	611	0	0
Forest Health Management - Cooperative Lands	2,269	1,592	910	592	1,598	2,881
Volunteer Fire Assistance	0	0	0	0	0	0
Forest Stewardship	3,376	3,161	3,226	1,100	1,163	1,132
Forest Legacy Program	1,348	1,306	1,251	169	382	3,413
Community Forest & Open Space Conservation	0	0	0	0	2,000	2,000
Urban and Community Forestry	2,258	2,367	2,558	1,987	2,103	1,955
Forest Resources Information and Analysis	73	0	0	68	0	0
Landscape Scale Restoration	0	0	0	0	14,000	1,486
International Forestry	6,612	7,191	7,208	309	180	180
<b>Total State &amp; Private Forestry</b>	<b>\$25,976</b>	<b>\$22,995</b>	<b>\$22,786</b>	<b>\$8,738</b>	<b>\$25,815</b>	<b>\$17,989</b>
<b>National Forest System</b>						
Collaborative Forest Landscape Restoration	\$0	\$468	\$696	\$0	\$533	\$1,913
Land Management Planning	8,758	8,598	8,845	1,083	1,135	1,066
Inventory and Monitoring	43,288	39,310	39,729	3,506	4,796	4,002
Recreation, Heritage, and Wilderness	18,299	18,516	15,492	7,652	8,569	8,369
Wildlife and Fisheries Habitat Management	8,182	7,408	7,208	7,779	4,704	3,570
Grazing Management	2,267	2,084	3,184	1,327	1,647	1,471
Forest Products	19,894	17,622	17,557	22,570	9,567	8,052
Vegetation and Watershed Management	19,845	18,134	17,747	8,723	7,859	5,406
Minerals and Geology Management	9,834	8,482	8,778	1,906	2,001	3,833
Landownership Management	9,547	8,629	8,404	2,405	2,566	2,182
Law Enforcement Operations	9,020	8,024	8,323	110,358	105,710	104,439
Valles Caldera National Preserve	0	0	0	3,192	3,364	3,364
Restoration Partnerships	0	0	0	0	2,000	0
Integrated Resource Restoration	289	289	600	-24,900	3,042	2,176
<b>Total National Forest System</b>	<b>\$149,224</b>	<b>\$137,564</b>	<b>\$136,565</b>	<b>\$145,600</b>	<b>\$157,492</b>	<b>\$149,844</b>
<b>Wildland Fire Management</b>						
Fire Preparedness	\$202,624	\$258,688	\$249,590	\$52,002	\$80,494	\$169,944
Fire Operations -- Suppression	152,224	78,631	94,214	316,066	543,047	551,640
Hazardous Fuels	15,640	13,714	13,110	12,783	24,567	70,697
Fire Research and Development (NFP)	0	0	165	41	135	135
Joint Fire Sciences	0	0	0	5,651	6,914	6,914
Forest Health Management -- Federal Lands (NFP)	0	0	0	250	0	0
Forest Health Management -- Cooperative Lands (NFP)	50	0	0	57	0	0
State Fire Assistance (NFP)	130	0	0	3,523	0	0
Volunteer Fire Assistance (NFP)	0	0	0	0	0	0
Coop Fire Protection-State Fire Assistance	0	2,911	2,851	0	23,090	6,829
Coop Fire Protection-Volunteer Fire Assistance	0	0	0	0	0	0
<b>Total Wildland Fire Management</b>	<b>\$370,669</b>	<b>\$353,944</b>	<b>\$359,930</b>	<b>\$390,373</b>	<b>\$678,247</b>	<b>\$806,158</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$298,967</b>	<b>\$315,000</b>	<b>\$303,060</b>
<b>Capital Improvement &amp; Maintenance</b>						
Facilities	\$4,883	\$3,777	\$5,318	\$2,465	\$2,822	\$1,461
Roads	7,264	5,266	5,918	3,844	7,109	4,302
Trails	3,357	2,526	2,349	1,946	2,177	1,911
Infrastructure Improvement	67	63	63	289	0	0
Legacy Roads and Trails	494	387	389	298	409	344
<b>Total Capital Improvement &amp; Maintenance</b>	<b>\$16,065</b>	<b>\$12,020</b>	<b>\$14,037</b>	<b>\$8,842</b>	<b>\$12,517</b>	<b>\$8,018</b>
<b>Land Acquisition</b>						
Land Acquisition -- Land and Water Conservation Fund	\$265	\$195	\$348	\$42,553	\$36,315	\$38,303
Acquisition of Lands for National Forests, Special Acts	0	0	0	903	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0	217	217
<b>Total Land Acquisition</b>	<b>\$265</b>	<b>\$195</b>	<b>\$348</b>	<b>\$43,456</b>	<b>\$36,532</b>	<b>\$38,520</b>
<b>Range Betterment Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$3,000</b>	<b>\$0</b>
<b>Gifts, Donations, and Bequests for Research</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$45</b>	<b>\$15</b>	<b>\$30</b>
<b>Management of NF Lands for Subsistence Uses</b>	<b>\$78</b>	<b>\$56</b>	<b>\$0</b>	<b>\$79</b>	<b>\$81</b>	<b>\$0</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>	<b>\$587,793</b>	<b>\$549,502</b>	<b>\$558,435</b>	<b>\$905,256</b>	<b>\$1,241,675</b>	<b>\$1,335,112</b>
<b>Permanent Working Funds</b>	<b>\$16,193</b>	<b>\$18,028</b>	<b>\$18,417</b>	<b>\$5,136</b>	<b>\$1,847</b>	<b>\$1,415</b>
<b>Trust Funds</b>	<b>\$2,166</b>	<b>\$2,397</b>	<b>\$2,365</b>	<b>\$1,489</b>	<b>\$2,197</b>	<b>\$1,798</b>
<b>TOTAL ALL FUNDS</b>	<b>\$606,152</b>	<b>\$569,927</b>	<b>\$579,217</b>	<b>\$911,881</b>	<b>\$1,245,719</b>	<b>\$1,338,324</b>

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Region, Station and Area Allocations FY 2013 to FY 2015

Includes <b>direct program + cost pool funding</b> allocated to Regions, Stations, Areas, ASC and the National Headquarters in Washington, DC FY 2013 to FY 2015		FOREST SERVICE TOTAL		
(dollars in thousands)		FY13	FY14	FY15
<b>Forest and Rangeland Research</b>		<b>\$279,853</b>	<b>\$292,805</b>	<b>\$296,000</b>
<b>State &amp; Private Forestry</b>				
Forest Health Management - Federal Lands		\$44,944	\$58,922	\$58,922
State Fire Assistance		25,759	0	\$0
Forest Health Management - Cooperative Lands		36,894	45,655	\$45,655
Volunteer Fire Assistance		6,320	0	\$0
Forest Stewardship		30,441	22,398	\$23,036
Forest Legacy Program		50,515	50,965	\$53,000
Community Forest & Open Space Conservation		1,892	2,000	\$2,000
Urban and Community Forestry		30,701	28,040	\$28,040
Forest Resources Information and Analysis		4,661	0	\$0
Landscape Scale Restoration		0	14,000	\$14,000
International Forestry		7,569	8,000	\$8,000
<b>Total State &amp; Private Forestry</b>		<b>\$239,695</b>	<b>\$229,980</b>	<b>\$232,654</b>
<b>National Forest System</b>				
Collaborative Forest Landscape Restoration		\$37,885	\$40,000	\$40,000
Land Management Planning		37,203	37,754	37,754
Inventory and Monitoring		150,652	151,019	151,019
Recreation, Heritage, and Wilderness		261,932	261,719	261,719
Wildlife and Fisheries Habitat Management		106,689	109,466	109,106
Grazing Management		51,568	55,356	55,356
Forest Products		276,051	286,130	273,570
Vegetation and Watershed Management		131,967	134,716	134,135
Minerals and Geology Management		77,716	76,423	76,423
Landownership Management		79,869	77,730	77,730
Law Enforcement Operations		133,984	126,653	126,653
Valles Caldera National Preserve		3,192	3,364	3,364
Restoration Partnerships		0	2,000	0
Integrated Resource Restoration		136,631	170,000	190,321
<b>Total National Forest System</b>		<b>\$1,485,338</b>	<b>\$1,532,330</b>	<b>\$1,537,151</b>
<b>Wildland Fire Management</b>				
Fire Preparedness		\$948,651	\$1,057,580	\$1,145,840
Fire Operations -- Suppression		509,812	680,488	\$708,000
Hazardous Fuels		282,558	282,500	\$333,672
Fire Research and Development (NFP)		20,603	19,795	\$19,795
Joint Fire Sciences		6,884	6,914	\$6,914
Forest Health Management -- Federal Lands (NFP)		15,151	0	\$0
Forest Health Management -- Cooperative Lands (NFP)		7,931	0	\$0
State Fire Assistance (NFP)		52,672	0	\$0
Volunteer Fire Assistance (NFP)		6,035	0	\$0
Coop Fire Protection-State Fire Assistance		0	78,000	\$78,000
Coop Fire Protection-Volunteer Fire Assistance		0	13,025	\$13,000
<b>Total Wildland Fire Management</b>		<b>\$1,850,298</b>	<b>\$2,138,302</b>	<b>\$2,305,222</b>
<b>FLAME Wildfire Suppression Reserve Fund</b>				
		<b>\$298,967</b>	<b>\$315,000</b>	<b>\$303,060</b>
<b>Capital Improvement &amp; Maintenance</b>				
Facilities		\$70,572	\$71,000	\$71,600
Roads		165,959	166,000	168,094
Trails		74,999	75,000	77,530
Infrastructure Improvement		2,986	3,000	3,150
Legacy Roads and Trails		28,312	23,000	25,257
<b>Total Capital Improvement &amp; Maintenance</b>		<b>\$342,829</b>	<b>\$338,000</b>	<b>\$345,630</b>
<b>Land Acquisition</b>				
Land Acquisition -- Land and Water Conservation Fund		\$49,762	\$43,525	\$47,500
Acquisition of Lands for National Forests, Special Acts		903	912	950
Acquisition of Lands to Complete Land Exchanges		0	217	216
<b>Total Land Acquisition</b>		<b>\$50,665</b>	<b>\$44,654</b>	<b>\$48,665</b>
<b>Range Betterment Fund</b>		<b>\$2,337</b>	<b>\$3,000</b>	<b>\$2,537</b>
<b>Gifts, Donations, and Bequests for Research</b>		<b>\$45</b>	<b>\$40</b>	<b>\$45</b>
<b>Management of NF Lands for Subsistence Uses</b>		<b>\$2,438</b>	<b>\$2,500</b>	<b>\$2,500</b>
<b>TOTAL Forest Service (DISCRETIONARY)</b>		<b>\$4,552,465</b>	<b>\$4,896,611</b>	<b>\$5,073,463</b>
<b>Permanent Working Funds</b>		<b>\$238,673</b>	<b>\$248,600</b>	<b>\$247,061</b>
<b>Trust Funds</b>		<b>\$202,630</b>	<b>\$215,466</b>	<b>\$195,724</b>
<b>TOTAL ALL FUNDS</b>		<b>\$4,993,768</b>	<b>\$5,360,677</b>	<b>\$5,516,249</b>

1/ Totals do not include payment to States

*2/ Permanent & Trust funds amounts = allocations for current year operations, not total receipts*

*3/ FLAME, Law Enforcement, and Land Acquisition Funds managed at the National level*

*4/ Integration Resource Restoration was not assessed for cost pools in FY13 so allocations were adjusted*

## Research and Development Threat Assessment Centers

### **Background**

This exhibit addresses requirements of P.L. 109-80, H.R. 2361 House Report 109-80, page 129 which directed:

The Committee expects to see detailed work plans, including costs and staffing, for the new Western Wildland Environmental Threat Assessment Center in Oregon and the Eastern Forest Environmental Threat Assessment Center in North Carolina, before funding from any appropriation for these new centers is distributed in FY 2006. The Committee also directs the Forest Service to include explicit funding amounts for these two centers in future budget requests, regardless of the accounts involved. The Committee notes that these centers should, as provided in the Healthy Forest Restoration Act, focus primarily on hardwood forests and the threats from insects and disease which could destroy thousands of valuable acres of timberland and alter landscapes throughout surrounding areas. The centers should rely on emerging remote sensing technology and geospatial modeling.

### **Overview**

The Eastern Forest and Western Wildland Environmental Threat Assessment Centers (EFETAC and WWETAC or Centers) are national leaders in developing knowledge and tools to protect and sustain the Nation's forests and rangelands. The Centers partner with government agencies, universities, and nongovernmental organizations to improve the collective national capacity to predict, detect, and assess threats to forests and wildlands. The mission of the Centers requires them to be responsive to emerging issues and high-priority policy initiatives such as invasive species, climate change, carbon sequestration, fuels management, and wildland fire. The work of the Centers is essential to ensuring that resource managers and the public are equipped with the latest information and state-of-the-art technology.

### **The Eastern Forest Environmental Threat Assessment Center**

The EFETAC is at the forefront of technology development, application, and transfer in forest threat detection and assessment. The Center addresses problems related to the science of monitoring, assessment, and communication across four primary classes of environmental threats. These include forest pests, weather and climate change, wildland fire, and changes in land use or land cover. Forest pests include both native and non-native invasive insects, pathogens, and plants. Weather and climate changes include the more direct effects of extreme events such as hurricanes, ice storms, tornadoes, floods and droughts, and more broadly, the complex interactions of climate change and variability throughout ecosystems and landscapes. Wildland fire is a growing concern, presenting complex management tradeoffs related to people, ecosystems, communities, and landscapes. Land use/land cover change results from human-related development and urbanization, which creates fragmented forests within a mosaic of other landscape elements. Center scientists and partners address emerging issues and collaborate to create tools and resources related to forest ecosystems, water quality, biodiversity, and

wildfires—all within the context of changing climate, increasing human populations, and dynamic socioeconomic conditions.

**FY 2015-FY 2017 EFETAC Allocation**  
(dollars in thousands)

<b>Expenditures</b>	<b>FY 2015 Enacted*</b>	<b>FY 2016 Enacted</b>	<b>FY 2017 Estimates</b>
Personnel	\$1,214	\$1,226	\$1,239
Partnerships, Technology Acquisitions, and Grants & Agreements	623	605	591
Equipment & Supplies	9	9	9
Communications	15	20	18
Travel	36	37	37
Rent & Utilities	61	61	62
Indirect Costs	208	208	210
<b>Total</b>	<b>\$2,166</b>	<b>\$2,166</b>	<b>\$2,166</b>

\*As a result of consolidating 3 Research Work Unit during the Southern Research Station’s 2007 reorganization, EFETAC’s received a consolidated budget in FY2015 of \$4.3 million.

The National Forest System (NFS), State & Private Forestry (S&PF), and Research & Development all contribute to the work of the Center. NFS and S&PF/Forest Health Protection provide additional supplemental support for specific activities of mutual interest. The Center also receives funding from other sources such as the Joint Fire Sciences Program through competitive and collaborative processes.

FY 2015 EFETAC Accomplishments

In FY 2015, the EFETAC collaborated with multiple internal and external partners to develop and share information, tools, and technology regarding threats to eastern forests and national landscapes. Several FY 2015 products led to increased involvement with partners within and outside the Forest Service, broadened awareness of the Center’s role in threat assessment, and provided tools to land managers and stakeholders to help streamline detection of and response to forest health issues.

**Accomplishments Overview**

Refereed and non-refereed publications.....	117
Presentations and tours to scientific, educational, professional, and lay organizations....	173
International activities.....	19
Partnership, consultation, and technology transfer activities.....	198
Cultural transformation and public outreach activities.....	18
Awards and Honors.....	6

**Selected Highlights At-A-Glance**

- **Assessing Emerging Drought Threats to National Forests and Grasslands** – used the large-scale Water Supply Stress Index (WaSSI) simulation model to estimate regional impacts of drought on watershed water yield and ecosystem productivity in hardwood forests and other national forests and grasslands across the conterminous United States.
- **Understanding how Seasonal Patterns Represent Successional Changes in Forest Recovery and Resilience** – developing a technique that leverages information theory—a mathematical process for quantifying information— against large remote sensing data sets to extract information about ecosystem resilience in response to climate change and other threats.
- **Forest Pest Risk Maps Reveal Uncertainties** – furthered forest pest risk assessment by developing new techniques to account for uncertainty in the inputs and underlying assumptions of forest pest risk maps as well as the analytical models used to create them.
- **Researchers Devise a New Way to Analyze Massive LiDAR Datasets to Map Forest Structure** –developed a new way to map forest structures at the landscape scale to simplify the depiction of complex remote sensing data sets in ways that provide insight into habitat characteristics for many species of animals and plants.
- **Developing Tools for Evaluating Ecosystem Service Sustainability in the Appalachians** – scientists and partners are taking inventory of ecosystem services in the Appalachian mountain region to assess their vulnerabilities to environmental stressors, and they are developing geospatial and online tools to synthesize existing knowledge for managers and the public.
- **Examining the Role of Humans in the Spread of Invasive Species** – used new and updated data sources to project non-native insect establishment rates until 2045, thereby improving economic models estimating potential non-native insect impacts on U.S. forests, particularly in the Southeast.
- **How Fragmented are the Nation’s Forests?** – to support the 2015 update of the 2010 Resources Planning Act Assessment, developed a protocol for using recent satellite imagery and land cover maps to update information about fragmentation and loss of forest interior area between 2001 and 2011.
- **ForWarn Provides Past and Present Views of Forest Disturbances** – scientists and collaborators back-calculated satellite data collected beginning in January 2006 and developed retrospective map products that provide online visualization and help monitor disturbances.
- **Invasive Plants’ Success Depends on Native Species Richness and Biomass** – scientists collected and compared extensive data on habitat characteristics and biological invasions from diverse ecosystems in U.S. forests and ecosystems around the world to identify factors contributing to habitat susceptibility to invasion.
- **How do Fires Affect Stream Flow in the Lower 48 United States?** – analysis of large-scale, long-term post-fire data from more than 30 U.S. watersheds found a variety of runoff responses and provided insight into water resource vulnerability due to fire effects.
- **Researchers Map Seasonal Greening in U.S. Forests, Fields, and Urban Areas** – ForWarn researchers released three maps detailing the start of seasonal greening, in forests and grasslands, agricultural, and urban lands to allow for earlier detection and recognition of disturbances based on the onset and timing of Spring.
- **Support for Native American Graduate Students** –The Southern Research Station and EFETAC supported five recipients of Native American Natural Resource Scholarships as part of ongoing efforts aimed at protecting tribes’ economic, ecological, and cultural interests.

### FY 2016 EFETAC Program

In FY 2016 the EFETAC program will address 3 problem areas:

- Methods for efficiently detecting forest threats, identifying meaningful change, and interpreting landscape patterns and processes.
- Approaches for assessment and prediction needed to improve understanding of the realities and implications of ecosystem change.
- Active information exchange essential to ensuring that science is used in management and in fostering relevant and useful science.

Multiple efforts are anticipated, including:

- Developing and promoting advanced tools that utilize remotely sensed data to assess and monitor landscape change and resiliency across all lands and within all jurisdictions.
- Continuing research in areas including wildland fire modeling, threat interaction mapping, broad-scale vegetation monitoring, hydrologic modeling, pest risk assessment, and climate and land use change.
- Advancing the use of remote sensing for monitoring vegetation across all lands and making products available to multiple user groups by expanding web-based tools, products, and training opportunities.
- Publishing a new version of the Forecasts of Climate-Associated Shifts in Tree Species (ForeCASTS) project report, which can be used to predict and map the location and quality of habitat for several hundred North American forest tree species.
- Collaboratively building the joint capacity of university researchers and extension specialists to deliver climate science information to the public using TACCAMO.
- Exploring additional domestic and international applications for the WaSSI model to evaluate effects of climate change on water resources, carbon sequestration, and changes in biodiversity—including a direct linkage to wildland fire management.
- Increasing communications, science delivery, and partnerships to broaden the Center's audience and influence.
- Increasing collaborative opportunities with the Forest Service Climate Change Resource Center and the USDA Climate Change Hubs to continue expanding climate change understanding.

### FY 2017 EFETAC Work Plan Key Components

- Develop quantitative analysis and techniques to support inventory, monitoring and assessment of threats from insects and disease, especially in hardwood forests.
- Continue ecological and environmental fire research, integrated fire and fuels management research, social fire science.
- Develop a set of empirical tools that can monitor all lands across the conterminous United States and intersect this information with indicators of local socioeconomic conditions and land management activities. This work will directly support implementation of the National Cohesive Wildland Fire Management Strategy so that wildland fire can be managed more efficiently in line with social values and ecological realities.

- Develop and deliver tools and knowledge to policymakers, wildland fire managers and communities.
- Engage in activities to detect, respond and eradicate invasive species introductions, and to predict and prevent introductions.
- Develop forest and range management technologies and applications to assist understanding forest and range ecosystem structure, function, and to support resource management.
- Deliver science outputs to support management in water, air, and soil problem areas, climate variability and change, and other emerging threats to ecosystem sustainability.

**Western Wildland Environmental Threat Assessment Center (WWETAC)**

WWETAC provides early detection and prediction of the potential effects of multiple interacting environmental threats and stresses. The Center identifies key environmental threats to valued resources, synthesizes current knowledge, develops models and application tools, assesses levels of risk, and communicates these products to a broad array of users. WWETAC collaborates with and develops teams of Research Station and University scientists, resource specialists and land managers, and state, federal, and non-governmental organizations to accomplish the WWETAC mission of making scientific knowledge more accessible.

**FY 2015-FY 2017 WWETAC Allocation**  
*(dollars in thousands)*

<b>Expenditures</b>	<b>FY 2015 Enacted Budget</b>	<b>FY 2016 Enacted</b>	<b>FY 2017 Estimates</b>
Personnel	\$650	\$730	\$730
Partnerships, Technology Acquisitions, and Grants & Agreements	924	878	878
Equipment & Supplies	15	15	15
Communications	130	130	130
Travel	32	32	32
Rent & Utilities	56	51	51
Indirect Costs	359	330	330
<b>Total Budget</b>	<b>\$2,166</b>	<b>\$2,166</b>	<b>\$2,166</b>

FY 2015 WWETAC Accomplishments

WWETAC continues to develop tools and conducts outreach for the management of natural resources on National Forests and Grasslands, and to meet State Foresters’ needs in conjunction with the Eastern Threat Assessment Center. WWETAC regularly communicates progress and products to appropriate Washington Office directors across all deputy areas, and to the WWETAC Board of Directors. We continue to communicate, train and provide user support for

WWETAC and joint Threat Center tools. This year, WWETAC implemented a new approach to develop products: query S&PF and NFS directors and staff for key needs, and assemble and fund teams of research station and university scientists, resource specialists, and land managers to develop, implement, and communicate product(s) in one-three years;

**Accomplishments Overview**

Refereed and non-refereed publications.....	20
Presentations and tours to scientific, educational, professional, and lay organizations.....	51
International activities.....	3
Partnership, consultation, and technology transfer activities.....	30
Tool web hits.....	4,855
Cultural transformation and public outreach activities.....	0
Awards and Honors.....	0

**Selected highlights At-A-Glance**

- Further developed Socio-economic vulnerability to climate change assessments (SEVAs) for Region 6.
- Initiated a new SEVA for Region 5, PSW Research Station and the WWETAC. A new assessment tool, ‘production possibility frontiers,’ was developed and applied to four National Forests undergoing Accelerated Restoration to analyze, prioritize, and visualize large forest restoration projects. The Landscape Treatment Designer tool (LTD), was applied at the project, National Forest, and western-wide regional levels to prioritize areas for forest restoration activities.
- Developed a rapid assessment tool, FIDAR, based on the eastern Threat Center’s MODIS-based tool,
- Modified *ForWarn* and applied it to National Grasslands to guide the timing and location of grazing permits (PhenoCam).
- Developed and supported statistical and process models to predict outbreaks under current and future environmental conditions.
- A statistical tool was developed from existing environmental data and prior-year Aerial Detection Surveys to predict *within year* tree mortality attributable to bark beetle and wood borer infestations.
- Climate change-related tools (TACCIMO, MC2) were maintained.
- Maps were completed for current and future vegetation and carbon dynamics (above- and belowground) for the 18 western states using MC2, a dynamic vegetation model. The maps were driven by downscaled 2014 IPCC global circulation models at the 4 km resolution for all lands.
- Two new interdisciplinary, inter-agency teams were supported: The first assessed carbon dynamics in U.S. interior warm deserts. The second study was a vulnerability assessment of sage grouse habitat to climate change and other natural and anthropogenic stressors.
- A new method was proposed to assess climate change impacts on wildfire risk.
- Four projects on social-ecological relationships were completed this year by teams of Forest Service and university scientists.
- A framework was completed for assessing wildfire risk, emphasizing the interaction between social and ecological systems across multiple spatial and temporal scales.

- A new study was funded to assess effectiveness of pre-fire fuels reduction treatments in subsequent wildfire behavior in the 2014 Carlton Complex.

### FY 2016 WWETAC Program

In FY 2016 the WWETAC program will focus on science communication, tool development, landscape-level disturbance assessments, invasive species management, environmental change, and wildfire risk and fuels management. Multiple efforts are anticipated, including:

- Verifying a rapid forest disturbance assessment and planning tool, FIDAR. The tool was developed to detect and attribute source of disturbance to forests by stand type and tree age class.
- Continuing to support the development of tools for quantifying the risk of terrestrial invasive plants for California (Region 5) through STDP, and explore possibilities for extending the tool to Region 6.
- Developing a Wikipedia-like website where the tools can be used and information can be vetted and modified by users. A number of outreach activities will then be possible, including updating the website, regularly scheduled newsletters and webinars, and new outreach mechanisms.
- Continuing development of a tool for prioritizing the treatment of terrestrial invasive plants for the continental U.S.
- Maintaining and disseminating the tools: TACCIMO (a searchable bibliography for incorporating climate change into Forest Plans), ArcFuels (which rapidly designs and tests fuel treatments at the stand and landscape scale), Landscape Treatment Designer, FP\_DECK (which archives and provides searchable database for Forest Plans), FIDAR (for rapid detection and attribution of forest disturbance by stand type and tree size), PhenoCam (a range management tool for National Grasslands), Wildland Threat Mapper (a GIS library of high value resources on National Forests, drought maps, and climate change projections), and Seed Zone mapper.
- Field testing of MODIS-supported tools (FIDAR for forest and PhenoCam for range management) on the Medicine Bow-Route NF and on four National Grasslands, respectively.
- A new approach to use ForWarn to optimize for drought detection in western ecosystems will be tested and vetted.
- Coordinating additional assessments of socio-economic-biophysical vulnerability to climate change at different spatial scales in the western US.
- WWETAC socio-economic products will be synthesized, updated on our website, and presented to interested parties at the Regional and Washington Office level.
- WWETAC will continue to support the spatial optimization of the *LTD* fuels tool throughout the western regions.
- Two risk assessments will be completed this year: (1) susceptibility to invasive plants after management activities (Region 2); and (2) risk for invasive vs. TES species in steppe communities, using an expert knowledge-based approach as opposed to a quantitative assessment (Region 6).
- Completing the meta-analysis of terrestrial plant invasive growth forms, plant attributes, and life histories, correlating them to classes of invasive treatment. The meta-analysis will

be published, and an online database will be accessible via the WWETAC web site using Wikipedia as a model, where users can input and vet new information.

- WWETAC will continue to support the jointly developed invasive plant mapper produced for Region 5 by CalIPC with Region 5 and WWETAC (STDP) funding. The center is exploring the possibility of extending this tool to Region 6.
- Developing and marketing a tool to predict within-year tree mortality due to bark beetle and wood borer for California, including the submission of project documents for publication. The tool will be parameterized for WA and OR.
- WWETAC will continue to support STDP projects, promoting large-scale, broad-scale applications.
- Facilitating the use of long-term predictions for vegetation change in Forest Plan revisions.
- Posting high interest products to the WWETAC and WO CCO websites including the vulnerability of sage grouse habitat to climate change and collaboratively developing papers on climate change and forest management for the IUFRO Climate Change Task Force.
- Completing wildfire risk assessment at the landscape level (western-wide) in collaboration with scientists at RMRS and Oregon State University, and thereby providing a crucial component in dynamic vegetation models for estimating forest carbon balance and dynamics.

#### FY 2017 WWETAC Plan of Work

The following items are on the FY2017 plan of work for WWETAC:

- Continued coordination of tool development and application for high priority WWETAC tools.
- Continued maintenance of existing tools (*TACCIMO*, *WTM*), development of new tools (*MC2*, *FIDAR*, *PhenoCam*), and application of *ForWarn*-based applications (*FP\_DECK* and *PhenoCam*).
- Marketing to National Forests, States, industry, and private land owners of a tool to detect tree drought stress and reduced canopy health, and developing an approach to optimize change detection in the western landscape.
- Completing socio-economic-biophysical vulnerability assessments (SEVAs) for priority forests.
- Developing a SEVA framework for each biome identifying key resources/ key threats for more streamlined approach to vulnerability assessment west-wide;
- Completing development and marketing of tools to predict tree mortality due to bark beetle and wood borer;
- Maintaining and improving an online access database for terrestrial plant invasive growth forms, plant attributes, capacity for invasion, and treatments, where users can input new information and attribute source;
- Completing development and vetting of remote sensing tools to detect initiation of vegetation change in the landscape;
- Comparing approaches for assessing (a) standing biomass after wildfire; and (b) effectiveness of fuels management activities;

- Developing a cooperative study to improve choice of trees for thinning for effective fuels management.

## Stewardship Contracting

### Background

This special exhibit is included to address requirements of Healthy Forests Restoration Act of 2003 (as amended, 16 U.S.C 6591c):

The Forest Service shall report annually to the Committee on Agriculture, Nutrition, and Forestry of the Senate and the Committee on Agriculture of the House of Representatives on-

- the status of development, execution, and administration of contracts under subsection (b);
- the specific accomplishments that have resulted; and
- the role of local communities in development of agreements or contract plans.

### Overview

Stewardship contracts and agreements are used to manage natural resources by implementing ecosystem restoration projects. Stewardship contracts support new and emerging markets for utilization of wood removed through restoration activities, including use of woody biomass for energy, in addition to sustaining markets that are more traditional. Requests for proposals use best value selection that evaluates criteria such as capability, use of local workforce and creation of jobs in addition to price. This focus is intended to create green jobs and promote a diverse forest products industry to support sustainable communities and the forest contractor infrastructure needed to perform critical restoration work. Stewardship contracting helps the Forest Service achieve land and natural resource management goals while promoting closer public-private working relationships by using the value of forest products to offset the cost of services.

The number of stewardship contracts and agreements awarded has levelled out over the past three to four years as the economy moderates. However, a better understanding of how to best use the tool has resulted in projects of larger size.

### The Stewardship Authority

The stewardship contracting authority authorizes the Forest Service, via agreement or contract, to enter into stewardship projects to perform services to achieve land management goals and meet local and rural community needs. The temporary authority is found under the Department of the Interior and Related Appropriations Act, 1999 (16 U.S.C. 2104 note) (P.L. 105-277, div. A, Sec. 101(e), [title III, Sec. 347], Oct. 21, 1998, Stat. 2681-231, amended by Department of the Interior and Related Appropriations Act, 2003 (P.L. 108-7, div. F, [Title III, Sec. 323], Feb. 20, 2003, 117 Stat. 275). The Agricultural Act of 2014 (2014 Farm Bill) permanently extended stewardship contracting authority in the Agricultural Act of 2014 by amendment to the Healthy Forest Restoration Act of 2003 (16 U.S.C. 6591c).

Stewardship contracting permits the Forest Service to apply the value of timber or other forest products from stewardship sales as an offset against the costs to accomplish additional land and resource management objectives. If the offset value exceeds the value of the resource improvement treatments, those receipts are retained and deposited in the Stewardship Contracting fund and are available, until expended, for other authorized stewardship projects. Stewardship contracts are awarded on a best-value basis and may be up to 10 years in duration. The Stewardship Contracting fund may be used for:

- road and trail maintenance or obliteration to restore or maintain water quality;
- work to improve soil productivity, habitat for wildlife and fisheries, or other resource values;
- prescribed fires to improve the composition, structure, condition, and health of timber stands or improve wildlife habitat;
- removal of vegetation or other activities to promote healthy forests, reduce fire hazards, or achieve other land management objectives;
- watershed restoration and maintenance;
- restoration and maintenance of wildlife and fisheries habitat; and
- control of noxious and invasive weeds, and re-establishment of native plant species.

In FY 2015, the agency continued to inform employees, partner organizations, and contractors about the use of stewardship contracting through informational brochures, local field trips, and both live and on-line training opportunities. This ensures a common understanding of stewardship contracting and facilitates its use in attaining land management goals while meeting local and rural community needs.

#### Introductory Brochure

This brochure, developed during FY 2009 to provide a basic understanding of stewardship contracting, describes stewardship contracting concepts and benefits, how stewardship contracts are used, what is unique about them, and more. This color tri-fold brochure is available at the following Web site:

[http://www.fs.fed.us/restoration/documents/stewardship/stewardship\\_brochure.pdf](http://www.fs.fed.us/restoration/documents/stewardship/stewardship_brochure.pdf) .

#### Training

Webinars from previously delivered training are posted on the National Forest Foundations Web site: <https://www.nationalforests.org/collaboration-resources/tools-search>. These include a joint Forest Service and National Forest Foundation webinar titled “Stewardship Contracting: Overview, Updates, and Examples” held in July 2014 to explain the differences between types of stewardship agreements and stewardship contracts, highlight the permanent authority granted with the 2014 Farm Bill, and demonstrate some innovative examples of stewardship contracting. In addition, the Forest Service and the National Forest Foundation have collaborated on other local and regional peer-learning webinars focused on stewardship contracting.

The Forest Service continues to outreach to stakeholders with local and regional training offerings. Finally, various self-paced computer-based tutorials and recordings of webinar

trainings are available at the following Stewardship Contracting Program Web site:  
[http://www.fs.fed.us/restoration/Stewardship\\_Contracting/training.shtml](http://www.fs.fed.us/restoration/Stewardship_Contracting/training.shtml).

Collaborative Forest Landscape Restoration Program (CFLRP)

Twenty-three projects across the country have been selected for CFLRP funding since FY 2010. Stewardship contracting is proving to be essential to implementing these projects. Please refer to the National Forest System section for more details on CFLRP.

Specific Accomplishments

The overall use of stewardship contracting was similar in FY 2015 as compared to FY 2013 and FY 2014. In FY 2015, there was an increase in the acres reforested and wildlife habitat improved. While the number of contracts and agreements has declined some in the past few years, the average acres and volume has increased. From FY 2010 to FY 2015, the volume per contract doubled and the acres per contract increased by 50 percent (see details in Table 2 below). The FY 2015 accomplishments in stewardship illustrate the power and flexibility of the authority. Stewardship contracting allows the Forest Service to focus its efforts on a variety of land management activities and accomplish restoration work where it is needed. Through the use of stewardship contracting, the agency accomplishes a wide variety of forest restoration work, including hazardous fuels reduction, wildlife habitat improvement, forest health improvement, and nonnative invasive plant species control.

Stewardship contracting has proved to be a valuable tool in many locations to implement restoration activities and meet multiple land management objectives. Table 1 below shows specific actual accomplishments during FY 2012 to FY 2015. Table 2 below shows the acres awarded, number of contract or agreements awarded, and volume awarded from FY 2003 to FY 2015.

**Table 1. Actual Stewardship Contracting Accomplishments (FY 2012 to FY 2015)**

<b>Accomplishment</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Actual</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Actual</b>
Acres of forest vegetation established	4,321	3,391	5,167	6,865
Acres of forest vegetation improved	25,763	36,925	50,399	44,702
Acres of noxious weeds/invasive plant treatments	2,356	2,746	4,035	3,024
Acres of wildlife habitat restored or improved	142,648	72,578	15,679	66,744
Miles of stream habitat restored or enhanced	203	44	15	82
Miles of roads decommissioned	48	43	21	29

<b>Accomplishment</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Actual</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Actual</b>
Miles of high clearance system roads improved	52	28	19	23
Miles of passenger car system roads improved	43	10	59	31
Volume of timber sold (million board feet (MMBF))	672	709	816	829
Green tons of biomass made available for energy production	577,590	865,560	247,541	323,830
Acres of stewardship contracts/agreements awarded	134,257	171,767	177,208	166,317
Acres of hazardous fuels treated to reduce the risk of catastrophic fires	93,804	130,190	82,894	66,169
Acres of wildland-urban interface (WUI) high-priority hazardous fuels treated	58,394	69,150	96,567	73,072
Number of stewardship contracts/agreements contributing to watersheds in fully functioning condition	9	17	25	1

**Table 2. Acres Awarded, Number of Contract or Agreements Awarded, and Volume Awarded (FY 2003 to FY 2014)**

<b>FY</b>	<b>Acres Awarded</b>	<b># of Contracts &amp; Agreements</b>	<b>Volume Awarded (hundred cubic feet - CCF)</b>
2003	11,696	35	69,547
2004	43,187	53	102,143
2005	34,491	43	196,079
2006	60,344	91	471,996
2007	77,676	110	655,072
2008	65,890	130	678,328
2009	88,304	141	743,417
2010	152,834	232	1,133,837
2011	100,577	208	962,486
2012	134,257	226	1,314,118
2013	171,767	195	1,346,470
2014	177,208	161	1,604,097
2015	166,317	168	1,598,892

In many cases, multiple land management objectives are met through a single treatment activity. For example, a hazardous fuel reduction treatment can also improve wildlife habitat. These accomplishments not only result in ecosystem benefits, but also forest products for manufacturing and energy production, and the creation of jobs contributing to sustainable communities.

### Local Communities

Collaboration with local communities is a key component of successful stewardship contracting. Collaborative efforts start early and continue throughout project planning, implementation, and monitoring. Collaboration during the development of stewardship contracting projects results in a sense of ownership in the project by the community, a better understanding by communities of natural resource issues, and increased public support. Collaboration also means the Forest Service can tailor stewardship offerings that address local issues, needs, and capabilities.

We have contracted with the Pinchot Institute for Conservation to conduct a programmatic multiparty monitoring process for FY 2015. In prior years, the Pinchot Institute found that stewardship contracting was maturing, and support has grown significantly. One of the major benefits identified is that stewardship contracting offers increased opportunities to frame a set of collaboratively defined desired future conditions. Participants increasingly welcome the use of stewardship agreements as a way to involve more stakeholders, increase learning opportunities, and positively influence forest management planning. In the FY 2014 report, Pinchot concluded that while individual project results may vary, partnerships and working relationships tend to grow through collaboration and allow projects to move forward. The results of the FY 2015 programmatic monitoring efforts by the Pinchot Institute will be available in late winter or early

spring 2016. When available, the entire report will be online at:  
[http://www.pinchot.org/gp/Stewardship\\_Contracting](http://www.pinchot.org/gp/Stewardship_Contracting)

## **Stewardship Contracting Success Stories**

### Colorado

Stewardship authority has enabled the Grand Mesa, Uncompahgre, and Gunnison (GMUG) National Forests to successfully provide valuable forest products to local industry, while accomplishing a wide variety of important forest restoration work. The Highway 149 Stewardship Project was awarded in 2015 to create a fuelbreak along State Highway 149, which serves as an emergency evacuation route south of Lake City, Colorado, and is also designated as the Silver Thread Scenic Byway. Since 2010, forests in the area have gone through a major spruce beetle epidemic that has killed nearly 100 percent of the Engelmann spruce trees over 3 inches diameter. This project involved salvage harvest of Engelmann spruce trees as well as piling of logging slash and small, non-merchantable conifers. Stewardship service activities were used to treat non-merchantable fuel loadings and steep slopes within the highway corridor where commercial extraction was not possible.

Public and local political interest in this project was high as a result of the Papoose fire that burned more than 49,000 acres of spruce beetle killed timber nearby in 2013. The Forest Service received support from county commissioners and Colorado Department of Transportation (CDOT). The CDOT provided some funding for the project. The Forest Service coordinated closely with CDOT to obtain temporary access permits and implement traffic control measures along the highway to access the project areas and ensure public safety during the project.

### Wyoming

The Bighorn National Forest has awarded five individual stewardship contracts between 2010 and 2015. An example of one their contracts is the Babione (baby-un) Stewardship Contract. This five-year stewardship contract accomplishes the following land management activities:

- integrates multi-product timber removal with fuels reduction;
- commercially harvests 1,020 acres using traditional marking, designation by prescription, and load count scaling for efficiency of operations;
- reduces hazardous fuels on 368 acres adjacent to private lands and infrastructure;
- prepares sites for natural and artificial regeneration on 254 acres;
- non-commercially thins 142 acres of young, regenerated lodgepole stands; and
- installs a gate to reduce illegal travel along a forest system road.

The 2005 Forest Plan revision has a strategy to “evaluate each vegetation project for its potential and feasibility as a stewardship contract, where appropriate, design treatments to facilitate stewardship projects.” To meet this strategy the forest has used Integrated Resource Timber and Service Contracts. Changing markets and direction make this a challenge, but being able to accomplish the work with one contract in one entry has gained the forest support for this approach.

### Montana

The Regional Forester and Montana State Forester entered into Master Stewardship Agreement signed on September 26, 2013, for the purpose of cooperatively working together on landscape restoration activities within the State of Montana. Under this Master Agreement, a Supplemental Project Agreement was signed on May 5, 2014, to begin implementation activities within the Red Mountain Flume Chessman Reservoir Project.

The Red Mountain Flume Chessman Reservoir stewardship project goals are to reduce hazardous fuels from trees killed by bark beetle epidemics, reduce the risk of catastrophic wildfire, and ensure the availability of clean, economically efficient water supply through the protection of critical infrastructure within the Helena municipal watershed. Under this agreement, the State of Montana is responsible for implementation and work started on approximately 470 acres of vegetative treatments in the fall of 2014.

Project restoration activities include timber harvesting, thinning, mechanical fuels reduction, road maintenance, road decommissioning, and noxious weed treatments that will provide jobs for the local workforce. Forest vegetation treatments are also supplying approximately 10,227 hundred cubic feet of forest products to the local processing facility.

### Kentucky and Tennessee – Land Between the Lakes National Recreation Area

Land Between the Lakes (LBL) National Recreation Area began a cooperative agreement with the National Wild Turkey Federation (NWTF) in January 2008. In 2009, when a catastrophic ice storm devastated the area during the winter, the NWTF was able to help facilitate multiple logging clean-up crews along all the roads and facilities. Since that time, multiple supplemental program agreements have occurred, and there are two active agreements in place that focus on forest and open lands restoration. A variety of activities occur under these agreements such as timber stand improvement, wildlife stand improvement, non-native invasive removal, pesticide application, mowing, grinding/mulching, planting, fertilization, pasture improvement, and restoration of native grasses. This partnership has expanded into the local community to the extent where local NWTF chapter members do free in-kind work such as developing fire breaks, maintaining fields, and improving access. Furthermore, this has led to an “Adopt-an-Acre” program, where these volunteers actively manage fields annually. One example of local community impacts is that wood chips are provided to a local school and hospital to help them heat their facilities during the winter. In fiscal year 2015, approximately 4,700 acres were directly impacted from stewardship activities. Finally, partnership efforts have been expanded into multiple media outlets that help attract more people to recreate on this highly used area each year. LBL attracts upwards of 1.4 million visitors annually.

### Michigan

In 2015, the Ottawa National Forest completed a stewardship project at the popular Lake Nesbit Organizational Camp (Camp Nesbit) and Norway Lake Recreation Area. The successful completion of the Nesbit – Norway Stewardship Project mitigated major hazardous fuels and watershed concerns at both Camp Nesbit and Norway Lake Recreation Area. Some of the large projects accomplished through this stewardship project are: salvage and thinning of nearby red

pine stands, including piling and chipping logging slash and pruning residual stands; new lakeside retaining walls at both Camp Nesbit and Norway Lake beach areas to address erosion and sedimentation issues that were occurring due to the previously failing retaining walls; removal of large hazard trees and slash located within the Norway Lake Campground to reduce hazardous fuels and improve safety within the campground; and boat landing rehabilitation to reduce sedimentation and improve user safety. In addition to the natural resource benefits, local youth, and the public that use these areas for education and recreation will benefit for years to come.

Unobligated Balances

**Background**

This exhibit is required by Congressional direction to provide an update on the status of Forest Service unobligated balances.

**Overview**

The following table contains the Forest Service unobligated balances from all prior year appropriated funds (regular and emergency) carried forward into FY 2016. The table does not include the unobligated balances from offsetting collections such as reimbursable or advanced collections. The appropriation totals lines are actual amounts and program distributions are estimates.

**FY 2015 Forest Service - Unobligated Balances, End of Year**  
(dollars in thousands)

Forest Service Appropriation Budget Line Item/Programs	Prior Years Unobligated Balances
<b>Forest and Rangeland Research</b>	
Research and Development	\$5,795
National Fire Plan (NFP) Research Activities	1,266
Joint Fire Science	2,469
<b>Total Forest and Rangeland Research</b>	<b>\$9,530</b>
<b>State and Private Forestry (S&amp;PF)</b>	
Forest Health - Federal Lands	\$4,391
Forest Health - Coop Lands	4,411
State Fire Assistance	0
Volunteer Fire Assistance	0
Forest Stewardship	1,922
Urban and Community Forestry	0
Forest Res Info & Analysis	0
Community Forest and Open Space Conservation Program	352
International Forestry	0
NFP Forest Health - Federal Lands	0
NFP Forest Health - Coop Lands	0
NFP State Fire Assistance	0
NFP Volunteer Fire Assistance	0
Landscape Scale Restoration	0
<b>Total State and Private Forestry</b>	<b>\$11,076</b>
<b>S&amp;PF Land and Water Conservation Fund (LWCF)</b>	
S&PF LWCF (Forest Legacy)	\$8,306
<b>Total S&amp;PF LWCF</b>	<b>\$8,306</b>
<b>National Forest System</b>	
Land Management Planning	\$9,469

**FY 2015 Forest Service - Unobligated Balances, End of Year**  
(dollars in thousands)

<b>Forest Service Appropriation</b> Budget Line Item/Programs	<b>Prior Years</b> <b>Unobligated Balances</b>
Inventory & Monitoring	2,160
Recreation, Heritage, and Wilderness	3,032
Wildlife and Fisheries Habitat Management	1,819
Grazing Management	1,041
Restoration Partnership	37
Forest Products	2,499
Vegetation and Watershed Management	3,011
Minerals and Geology Management	2,785
Landownership Management	1,347
Law Enforcement Operations	1,322
Integrated Resource Restoration	2,121
Valles Caldera National Preserve	352
Collaborative Forest Landscape Restoration	9,313
<b>Total National Forest System</b>	<b>\$40,308</b>
<b>Wildland Fire Management</b>	
Preparedness	\$47,011
Suppression	59,872
Hazardous Fuels Management	9,267
Collaborative Forest Landscape Restoration	17
Coop Fire – Volunteer Fire Assistance	0
Coop Fire – State Fire Assistance	4,401
<b>Total Wildland Fire Management</b>	<b>\$120,568</b>
<b>FLAME Fund</b>	
<b>Total FLAME Fund</b>	<b>\$0</b>
<b>Capital Improvement and Maintenance</b>	
Facilities Capital Improvement/Maintenance	\$465
Roads Capital Improvement/Maintenance	412
Trails Capital Improvement/Maintenance	212
Legacy Roads	217
Deferred Maintenance	9,290
Construction Disaster Supplemental	1,444
<b>Total Capital Improvement and Maintenance</b>	<b>\$12,040</b>
<b>Land Acquisition - LWCF</b>	
Land Acquisition	\$2,246
<b>Total Land Acquisition LWCF</b>	<b>\$2,246</b>
<b>Other Appropriations</b>	
Range Betterment Fund	\$896
Gifts, Donations, and Bequests for Research	115
Subsistence Management (Region 10)	112
<b>Total Other Appropriations</b>	<b>\$1,123</b>
<b>GRAND TOTAL</b>	<b>\$205,197</b>

## USDA Working Capital Fund and Greenbook Charges

### **Background**

This exhibit is included to provide a three-year display of total costs paid by the Forest Service for these centrally administered programs.

### **Overview**

The Forest Service, as an organizational entity of the Department of Agriculture (USDA), is provided administrative services managed centrally on behalf of the Department. These centrally administered programs are broken into two activities, the Working Capital Fund and Greenbook. It is important to note that cost estimates for actual usage programs have changed in the last three fiscal years in response to demand for services on the part of the Forest Service. The Forest Service estimates for the activities assessed on a Full-Time Equivalent (FTE) or standard methodology are likely to better reflect Forest Service shares of total costs, but these may vary during execution.

### **USDA Working Capital Fund**

The Working Capital Fund (WCF) includes financial and administrative services provided with funding under the authority of 7 U.S.C. 2235. The WCF is a financing mechanism that currently supports 17 activity centers across five Department-level organizations. These centers provide services to all USDA agencies, including the Forest Service, and a large number of non-USDA entities. Customers reimburse activity centers for the cost of services provided.

These WCF-supported activities do not receive appropriated funds and are not subsidized from other funding sources. All costs are recovered through reimbursements from serviced customers. The estimated reimbursement from customers represents their projected share of the costs of services delivered. Pursuant to the terms of the general provisions in annual appropriations to USDA, agency administrators must authorize billings to their agency for these services. Therefore, the Chief of the Forest Service (or his duly appointed representative) must sign an agreement at the beginning of the fiscal year authorizing billing for services provided and supplying the appropriate accounting data.

The Forest Service acts as one of the overseers in the review of cost estimates for the National Finance Center (NFC) through its participation in the WCF Executive Committee, a body comprised of representatives from various USDA agencies. The Executive Committee is charged with making budget recommendations and advising the Department's Chief Financial Officer as to the financial effectiveness of the WCF. The Forest Service actively works with the Department's Chief Financial Officer to review activities included in the Greenbook and the basis for any costs attributed to the Forest Service.

Tables on the following pages display Forest Service assessments for USDA WCF services and describe the range of WCF services that the USDA provides.

### FY 2014 to FY 2016 Working Capital Fund Assessments for the Forest Service

#### Core Services

(dollars in thousands)

Core Service	FY 2014 Actuals	FY 2015 Planned	FY 2016 Estimates
Central Excess Property Operation <sup>45</sup>	\$83	\$0	\$0
Consolidated Forms and Publications Dist. Center <sup>45</sup>	511	0	0
Mail and Reproduction Services	0	221	221
Material Management Service Center <sup>45</sup>	0	663	580
Credit Card Service Center <sup>46</sup>	1,002	0	0
Integrated Procurement Systems <sup>46</sup>	8,588	8,461	8,461
Central Mail Unit <sup>47</sup>	194	0	0
Computer Services Unit	102	98	100
Comptroller Operation Division	10,596	14,167	14,657
Creative Media and Broadcast Center	108	96	96
Enterprise Network Services	5,232	3,844	2,608
Financial Systems	37,394	38,734	37,413
Internal Control Support Services	325	365	365
Network Services	53	25	26
Office of the Executive Secretariat	642	579	445
Telecommunication Customer Services Center	134	148	227
<b>Total Core Services</b>	<b>\$64,964</b>	<b>\$67,401</b>	<b>\$65,199</b>

#### USDA Agency Specific Services

USDA Agency Specific Services	FY 2014 Actuals	FY 2015 Planned	FY 2016 Estimates
Central Mail Unit <sup>47</sup>	\$36	\$0	\$0
Copier and Duplicating Services <sup>47</sup>	295	0	0
Consolidated Forms and Publication Dist. Center <sup>45</sup>	225	0	0
Mail and Reproduction Services <sup>47</sup>	0	270	279
Enterprise Network Services	0	597	895
Material Management Service Center <sup>45</sup>	0	220	213
Procurement Operations Division	0	102	139
Creative Media and Broadcast Center	386	386	374
International Technology Services (ITS)	6,500	10,500	10,000
National Finance Center	9,442	9,659	8,537
National Information Technology Center (NITC)	21,858	27,915	22,434
<b>Total USDA Agency Specific Services</b>	<b>\$38,742</b>	<b>\$49,649</b>	<b>\$42,871</b>

#### Total: Core Services Plus USDA Agency Specific Services

Core Services Plus USDA Agency Specific Services	FY 2014 Actuals	FY 2015 Planned	FY 2016 Estimates
<b>Total Working Capital Fund Assessments</b>	<b>\$103,706</b>	<b>\$117,050</b>	<b>\$108,070</b>

The FY 2016 legislative cap for WCF activities, excluding NITC and ITS, is \$82.0 million.

FY 2015 and FY 2016 NITC/ITS costs are estimates and subject to change based on agency execution year needs.

<sup>45</sup> FY 2015 and FY 2016: These activities are merged into a single activity center - Material Management Service Center

<sup>46</sup> FY 2015 and FY 2016: These activities are merged into a single activity center - Integrated Procurement Systems

<sup>47</sup> FY 2015 and FY 2016: These activities are merged into a single activity center - Mail and Reproduction Services

**Working Capital Fund Activities**  
Cost Recovery Methodologies

Activity	Description	Cost Distribution
National Finance Center Agency Specific	Provides: <ul style="list-style-type: none"> <li>• Payroll/personnel services to USDA/non-USDA agencies</li> <li>• Applications support to Office of Personnel Management</li> <li>• Record keeper/other services to support the Thrift Savings Plan</li> <li>• Support services for USDA accounting applications</li> <li>• PKI licenses/support</li> </ul>	Beginning in FY 2005, services provided by NFC have been negotiated between NFC and serviced agencies. The nature, volume, and cost of services serve as the basis for Memoranda of Understanding between the parties.
National Finance Center Government Employee Services	Provides: <ul style="list-style-type: none"> <li>• Payroll/personnel services to USDA/non-USDA agencies</li> <li>• Applications support to Office of Personnel Management</li> <li>• Record keeper/other services to support the Thrift Savings Plan</li> <li>• Support services for USDA accounting applications</li> <li>• PKI licenses/support</li> </ul>	Beginning in FY 2005, services provided by NFC have been negotiated between NFC and serviced agencies. The nature, volume, and cost of services serve as the basis for Memoranda of Understanding between the parties.
Financial Systems	Operates/maintains the following systems: <ul style="list-style-type: none"> <li>• Financial Management Modernization Initiative (FMMI - core accounting)</li> <li>• Real property</li> <li>• Corporate integrated administrative payments</li> <li>• Other systems as necessary to support program agency missions and fulfill USDA’s fiduciary responsibilities to taxpayers</li> </ul>	Financial/Adm. Pmts: Costs recovered based on agency share of FMMI workload (measured in general journal records) Real Property: Costs recovered based on agency shares of USDA-owned and GSA/commercially-leased property
Comptroller Operations Services	Provides: <ul style="list-style-type: none"> <li>• Core accounting/reporting services</li> <li>• Agency-specific services</li> <li>• Operates a corporate controller organization that integrates accountability and systems across USDA</li> </ul>	Agencies are billed monthly at 1/12 <sup>th</sup> their estimated annual charges.

<b>Activity</b>	<b>Description</b>	<b>Cost Distribution</b>
Internal Control Support Services	Internal Control Support Services (ICSS) promotes and supports the USDA’s internal control program by assisting USDA agencies in their internal control compliance efforts. As part of its services, ICSS plans and manages the Department’s annual assessment of internal control over financial reporting and promotes best practices across the Department to ensure greater consistency in regard to internal control of financial processes, administrative processes, and information technology. ICSS also provides training programs, group presentations, and other support services in order to improve the Department’s internal control program and awareness of emerging events and current trends related to internal control.	Cost is distributed based on agency’s FTE percentages.
Creative Media and Broadcast Center	The Broadcast Media and Technology Center (BMTC) provides a wide array of video production and teleconferencing (both audio and video) services. The Visual Communication Center offers a variety of planning, fabrication, and development services for graphic productions, exhibits, and visitor center needs. The Center also provides web page graphic design services.	Agency percentage shares are based on the most recently completed fiscal year billings for services. Actual costs reflect use of the service and are based on needed labor hours, contractual costs, and/or direct materials needed for the delivery of a product to the requesting agency.
NITC - IT Services	Provides mainframe computer operations and application development and support services to support agency programs. NITC also provides IT consulting services and training, and data warehouse support for FMML.	Agency percentages are based on estimates of services to be provided to users during the current fiscal year. Actual costs are based on the cost of services provided to requesting agencies under terms of interagency agreements.
National Telecom Services	Provides centralized telecommunications support services nationwide for the USDA, manages and provide internet access to USDA agencies and data connections between agencies (USDA Intranet), and assists agencies in using telecommunication services in a cost-effective manner.	Agencies’ percentage shares are based on their prior year utilization of voice and data telecommunication services. Actual costs for technical and data services are recovered via distribution through the WCF.

<b>Activity</b>	<b>Description</b>	<b>Cost Distribution</b>
Telecom Customer Services Center (TSCS)	Manages and maintains the USDA's voice telephone services in the Washington, DC metropolitan area (WMA); serves as the single point of contact for all local requests for telephone services and purchases; manages and administers the nationwide voice mail system; provides maintenance services for telephone equipment and voice mail services in the WMA.	Agency percentage shares are based on the number of telephone lines in the WMA and the number of voice mailboxes on the primary node.
Network Services	Provides technical/operational assistance on data networking telecommunications systems; designs, installs, operates, and manages shared services provided on departmental networks and platforms; participates in the design, engineering, and operations management of the Enterprise Network.	Agency percentage share is based on FY 2003 FTEs for the USDA facilities serviced by the Departmental LAN and e-mail usage.
Computer Services Network Support	Provides LAN, desktop, application, and web development support and maintenance to the Office of the Secretary (OSEC).	Basic services for OSEC are paid by the Office of the Chief Information Officer. The cost for support services to the Under and Assistant Secretaries are distributed among agencies based on estimated fiscal year nationwide FTEs.
Central Supply Stores	Provides required office supplies to the Office of the Secretary and USDA agencies in the WMA; provides nation-wide supply support to the meat and poultry inspectors for the Food Safety Inspection Service.	Agency percentage shares are based on actual use of store services in the most recently completed fiscal year. Actual costs are recovered on the basis of the acquisition cost of supplies procured by agencies, plus an overhead charge.
Central Forms and Pubs - Transport Costs	Provides acquisition (printing), warehouse, and worldwide distribution of administrative forms and publications for all USDA agencies and non-USDA agencies; provides warehouse distribution of agency programs and publications for all USDA agencies and for other participating government agencies.	Based on the most recently completed fiscal year.
Copier and Duplicating Services	Provides centralized copier facilities and equipment for employees in the downtown DC buildings complex and nearby satellite locations (Riverdale Carver Center). A large inventory of pool/convenience copiers is distributed throughout USDA agency offices in the DC area.	Agency shares are based on prior year billings.

<b>Activity</b>	<b>Description</b>	<b>Cost Distribution</b>
Mail Prep and Courier Services	Provides custom mailing services to USDA agencies.	0.0399 cents/piece for each piece of mail stuffed. Miscellaneous Services: Flat fee of \$10.00 for courier deliveries in the local metro area, \$0.30/mile for chauffeur services (plus overtime for drivers)
Procurement Systems Operations	Develops, implements, and maintains a suite of corporate acquisition software tools, streamlining processes and an interface with the USDA corporate financial system. Provides procurement support to USDA agencies.	Cost is distributed based on actual agency use of the Integrated Acquisition System (IAS) and SmartPay. Customers are billed monthly for 1/12 of their estimated annual share of costs.
Mail Distribution Services	Central Mail: Central processing of incoming, outgoing, and interoffice mail; special handling services for priority items in the WMA; door-to-door pickup and delivery service of routine and special mailings within the downtown DC buildings complex.	Central Mail/Door-to-Door: Agency shares are based on mail count samples taken by the Mail Unit.
Consolidated Forms and Public Distribution Center	Provides acquisition (printing), warehouse, and worldwide distribution of administrative forms and publications for all USDA agencies; provides warehouse distribution of agency programs and publications for all USDA agencies and for other participating government agencies.	Agency shares are based on costs of requisitions processed for AD and SF forms during the most recently completed fiscal year. Agency shares for agency-specific forms are based on square footage of space for storage of agency forms at the warehouse.
Central Excess Property Operations	Provides customer service and disposition for all excess property for USDA and other Federal agencies in the WMA under the concept of a Cooperative Administrative Support Unit (CASU); provides property rehabilitation services in an effort to promote utilization of serviceable excess and rehabilitated property in lieu of purchasing new property.	Agency shares are based on FY 2005 FTEs in the WMA.
Executive Secretariat	Provides referral and correspondence control services to the Department for mail addressed to the Department, the Secretary, and the immediate Office of the Secretary.	User percentages are based on a moving average of correspondence processed by the unit.

**Greenbook**

Central Cost Distribution Programs

USDA agencies pay a share of costs for external programs through “Greenbook” assessments. The Forest Service share is determined in a manner consistent with that for every other agency in the Department. Assessments are broken down into two categories:

Actual Usage - Costs are collected for programs such as GSA space, transit subsidies, postage, and unemployment and workers compensation insurance based on actual costs incurred by individual agencies.

Outside Assessments - Costs such as Office of Personnel Management Federal employment, FirstGov, and GSA blue pages are distributed to executive departments for reimbursement. The Department has no discretion as to the cost of the program.

Departmental Shared Cost Programs

These costs provide funding for department-wide initiatives authorized by the Office of the Secretary. Costs for these programs cannot be recovered on a usage basis and are generally distributed using an FTE methodology.

**FY 2014 to FY 2016 Forest Service Greenbook Costs**

*(dollars in thousands)*

Central Cost Distribution Programs

<b>Central Cost Distribution Programs</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Planned</b>	<b>FY 2016 Estimated</b>
GSA Space - Agency	\$37,019	\$37,389	\$37,389
DHS GSA Building Security - Agency specific	3,113	3,144	3,175
U.S. Postal Service Mail - Agency specific	290	293	293
Unemployment Compensation	42,106	41,429	41,429
Workers Compensation	31,489	30,567	30,567
National Archives Records System	500	400	400
Ethics E-Filing	0	56	56
Flexible Spending Accounts FSAFEDS - Agency Specific	82	82	82
FEMA Emergency Preparedness	109	121	121
Federal Audit Clearing Service	16	16	16
OPM Federal Employee Svcs and Admin Law Judges	183	183	183
Transit Subsidy	1,422	1,422	1,422
Government-wide Council Activities	172	172	172
GSA HSPD12 Lincpass Maintenance	1,531	1,531	1,531
E-GOV Initiatives	3,243	2,973	3,063
<b>Total Central Cost Programs</b>	<b>\$121,275</b>	<b>\$119,778</b>	<b>\$119,899</b>

Departmental Shared Cost Programs

<b>Departmental Shared Cost Programs</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Planned</b>	<b>FY 2016 Estimated</b>
Intertribal Technical Assistance Network	\$994	\$985	\$985

<b>Departmental Shared Cost Programs</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Planned</b>	<b>FY 2016 Estimated</b>
Faith-Based Initiatives & Neighborhood Partnerships	127	125	128
Office of the Secretary White House Liaison Office (Advisory Committee Liaison Service)	261	261	261
Hispanic Serving Institutions National Program (Formerly HACU)	648	793	830
1890 USDA Initiative	956	1,214	1,214
USDA 1994 Program (Formerly AIHEC)	255	335	335
USDA Human Resources Transformation	564	552	552
Virtual University	638	623	623
Peoples Garden & Visitors Center	292	311	285
Honor Awards	25	25	25
TARGET Center (includes Sign Language Interpreter Services)	408	491	489
Emergency Operations Center	755	755	755
Continuity of Operations Planning	659	668	668
Medical Services	21	40	41
Personnel and Document Security	454	338	339
Federal Bio-based Products Preferred Procurement Program (Formerly Bio-based Markets Program)	113	130	135
Facility Infrastructure Review and Assessment	146	143	143
Retirement Processor Web Application	185	192	192
Preauthorized Funding	1,213	1,186	1,186
Identity and Access Management (HSPD-12)	2,196	2,147	2,147
<b>Total Departmental Shared Cost Programs</b>	<b>\$10,910</b>	<b>\$11,314</b>	<b>\$11,333</b>

Total: Central Cost Distribution Programs Plus Departmental Shared Cost Programs

<b>Central Cost Distribution Programs Plus Departmental Shared Cost Programs</b>	<b>FY 2014 Actual</b>	<b>FY 2015 Planned</b>	<b>FY 2016 Estimated</b>
<b>Total Greenbook</b>	<b>\$132,185</b>	<b>\$131,092</b>	<b>\$131,232</b>

The legislative cap for the Departmental Shared Cost Program activities is \$14.5 million.

**Greenbook Activities**

Central Cost Distribution Programs

<b>Activity</b>	<b>Description</b>	<b>Cost Distribution</b>
General Service Administration (GSA) Space - Agency	Provides for the payment of rent to GSA for agency space, which is paid from agency funds.	User percentages are based on occupied agency space which is not covered by the departmental standard level user charges (SLUC) Appropriation.
Department of Homeland Security (DHS) GSA Building Security - Agency	Provides for the payment of security to DHS for non-appropriated funded agency security, which is paid from agency funds.	User Cost Estimates are based on security not covered in the central (departmental) appropriation for security.

<b>Activity</b>	<b>Description</b>	<b>Cost Distribution</b>
U.S. Postal Service Mail	Provides reimbursement to the U.S. Postal Service (USPS) for mailing services provided to USDA agencies.	User percentages are based on prior year usage. Adjustments are made prior to the end of the fiscal year based on direct accountability (i.e., metered costs, sampling, and anticipated increases in postal rates).
Unemployment Compensation	Provides reimbursement to the Department of Labor (DOL) unemployment trust fund for payment made to unemployed former USDA employees.	User percentages are based on reconciled agency charges for the previous fiscal year.
Worker's Compensation Program	Provides reimbursement to DOL unemployment trust fund for payment made to unemployed former USDA employees.	Distribution is based on reconciled agency cases and dollars.
National Archives Records System	Effective in FY 2001, the National Archives became a fee-for-service records center. Each agency is assessed for costs associated with records in storage plus an additional amount for those departmental staff offices that store agency records as a part of their function.	Distribution is based on each agency's volume of records stored, plus a percentage of department-wide records stored based on nation-wide FTEs.
Flexible Spending Accounts (FSAFEDS) - Agency	The National Defense Authorization Act, Public Law 108-136, signed November 24, 2003, requires all Executive Branch agencies that participate in the Flexible Spending Accounts for Federal Employees Program (FSAFEDS) to cover administrative fees on behalf of their employees.	The agency cost shares are based on the participation level of their employees. Agencies are billed for the operating costs by OPM and contract administration by a commercial vendor.
OPM Federal Employment and Administrative Law Judges Service	This program reimburses OPM for Federal Employment Services and information provided to USDA agencies.	Distribution is based on FY 2003 nationwide FTEs of each agency.
Government-wide Council Activities	Reimburses GSA for projects of the Chief Financial Officers Council, Chief Information Officers Council, and Procurement Executive Council.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.

Activity	Description	Cost Distribution
Intertribal Technical Assistance Network	Program addresses the unique challenges faced by American Indian and Alaskan Native tribal governments, communities and individuals in effectively utilizing USDA programs and services. These challenges require intensive technical assistance and program access improvement through in an intertribal coordinated network and coordination with the Department of Interior, Bureau of Indian Affairs, which also has jurisdiction and authority over Indian lands. Information on all USDA programs will be covered by the technical assistance efforts of staff within the Network. Program efforts will also focus on promoting the Department’s strategic goals within Indian Country, including Tribal consultation responsibilities, in accordance with government-to-government and trust responsibilities of USDA.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency.
Faith Based Initiatives and Neighborhood Partnerships	Provides for Department-level oversight of implementation efforts in the areas of faith-based and neighborhood outreach and supports the White House Office of Faith-Based and Community Initiatives regional outreach conferences. This office was established at the USDA by executive order on December 12, 2002.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency.
Advisory Committee Liaison Services	The Office of the Secretary provides guidance and direction to USDA agencies on Advisory Committees and Boards. Costs to support this function and screening/selection of members are reimbursed from agencies to the Office of the Secretary.	Costs are distributed on the basis of the number of advisory committees in each agency.
Hispanic Serving Institutions National Program	Fosters educational excellence in the Hispanic community and promotes Hispanic participation in fulfilling the USDA mission.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
1890 USDA Initiative	Supports initiatives on Historically Black Colleges and Universities and the USDA 1890 institutions (Land Grant colleges and universities). USDA maintains an agricultural liaison office at each of the 17 qualifying campuses, including Tuskegee University.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency.
USDA 1994 Program	Promotes, fosters, and encourages implementing programs for improving post-secondary and higher education opportunities for American Indians, and establishing information centers for post-secondary and higher education institutions.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.

Activity	Description	Cost Distribution
USDA Human Resources Transformation Program (Includes Diversity Council)	Establishes policy, coordinates and evaluates USDA agencies' efforts to carry out diversity programs. Creates a culture of change within USDA agencies that ensures the Department's place as a model employer within the Federal government in terms of equal opportunity without barriers to achievement of diversity and inclusivity. Builds diversity awareness through formal training, participation in diversity programs, special observance events, participation in employee forums at listening sessions, and national employment conferences. Tracks progress of USDA agencies towards diversity goals, awareness, and best practices.	Distribution is based on the current year's nationwide FTE employment ceilings for each USDA agency.
Virtual University	The Virtual University program will provide Department employees with a central educational facility. The facility will focus on providing employees with training for today's workplace responsibilities and developmental programs to ensure a cadre of highly-skilled future leaders.	Distribution is based on current fiscal year nationwide FTE employment in each agency.
Peoples Garden and Visitors Center	Supports the People's Garden and serves as a showcase for USDA programs and initiatives.	Distribution is based on current fiscal year nationwide FTE employment in each agency.
TARGET Center	Supports the Department's workforce diversity and Federal Workforce 2001 policies. Provides information on technologies to ensure equal access to electronic equipment and automated systems essential to today's jobs for people with visual, hearing, speech, mobility, or dexterity impairments.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency.
Drug Testing Program - Agency Specific	This program is mandated by Executive Order 12564 and PL 102-143. Its purpose is to help ensure a drug free work place with programs such as random, reasonable suspicion, post-accident, volunteer, and applicant testing.	Distribution is based on agency actual expenses.
Sign Language Interpreter Services	Provides interpretive services for Departmental programs and USDA agencies. During fiscal years 2010 and prior, the DC Metro Area Sign Language Services were handled through agency-level agreements. Beginning in FY 2011, DC Metro Area Sign Language Services was included in the Departmental Shared Cost Program and a Metro Area FTE cost recovery basis is now used. The intent of this change was to ensure that all employees have access to services.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency. Agency-specific services will be billed directly to serviced agencies.

Activity	Description	Cost Distribution
Emergency Operations Center	Operates a secure emergency operations center on a 24/7 basis. The center provides critical communications and coordination systems.	Distribution is based on current fiscal year nationwide FTE employment in each agency.
Continuity of Operations Planning (COOP)	Provides for USDA COOP activities including awareness training, exercises, and COOP plan reviews.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Medical Services	Provides preventative health measures such as flu shots, health screening, nutritional principles, and fitness awareness that lead to a higher quality workforce environment for employees and contractors in the National Capital Region (Headquarters complex, the George Washington Carver Center, and the Patriot Plaza offices.)	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Personnel and Document Security	Responsible for ensuring the proper protection of classified national security information through the adjudicative process of personnel clearances and the proper handling, storage, and transmission of classified information.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Federal Biobased Products Preferred Procurement Program (Formerly Biobased Markets Program)	Supports the USDA-wide implementation of Bio-Preferred <sup>SM</sup> procurement requirements as additional biobased items are designated for preferred procurement. Supports the development of USDA procurement reporting tools and provides information resources and training to the USDA procurement community, as well as to other Federal agencies, for the purchase of biobased products and the inclusion of biobased components in contracts.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Radiation Safety	Radiation Safety is responsible for administering the USDA radiation safety program including ensuring compliance with licenses issued by the Nuclear Regulatory Commission (NRC) for use of radioactive materials in research and other programs. Six agencies use radioactive materials that require radiation safety oversight.	Distribution is based on usage of radioactive materials by agency personnel.
Facility and Infrastructure Review and Assessment	Provides risk-based security assessments with countermeasure recommendations for all critical infrastructure within USDA agencies.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Retirement Processor Web Application (Formerly Self Service Dashboard (SSD) and Retirement Processor Web Application)	Serves as an e-authenticated single sign-on portal for several USDA human resources systems and contains a historical database that, together with the Retirement Processor Web application, enables employees to run various retirement calculation scenarios.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.

Activity	Description	Cost Distribution
Preauthorized Funding	Provides a funding mechanism for reimbursable activities involving other Federal Departments and the USDA that arise during the current fiscal year.	Distribution is based on the current year nationwide FTE employment ceilings for each USDA agency.
E-Gov Initiatives	Improves information technology (IT) planning through the expansion of electronic government to deliver significant productivity and performance gains across all Federal departments.	Distribution is based on 50 percent of agency FTEs and 50 percent of the agency IT development, modernization, and enhancement (DME) spending.
E-Gov Initiatives HSPD12	Supports the implementation of the Homeland Security Presidential Directive 12 (the Common Identification Standard for Federal Employees and Contractors).	Distribution is based on 100 percent of agency FTEs. In FY 2006 the cost Distribution was based on a 50/50 blend of nationwide FTEs and agency IT DME investment budgets submitted as part of the Exhibit 53 submission to the Office of the Chief Information Officer.
E-Gov Initiatives - Content Management Services	Content Management Services is comprised of three related modules that utilize and rely upon the core components of the USDA's corporate document management infrastructure: Stellent, Oracle, and WebSphere. The Content Analysis Module (CAM) is designed to analyze and display content such as public comments regarding an issue or proposal.	Distribution is based on 50 percent of agency FTEs and 50 percent of the agency IT DME spending.
FEMA Emergency Preparedness	Supports actions for procurement of an emergency relocation site, telecommunications, and miscellaneous support in the event of an emergency.	Distribution is based on current fiscal year nationwide FTE employment ceilings for each USDA agency.
Consolidated Federal Funds Report	Supports the Federal Assistance Awards Data System (FAADS) and the Consolidated Federal Funds Report (CFFR) and the Federal Audit Clearinghouse. The Census Bureau collects the information and prepares the report as executive agent for the Office of Management and Budget.	User percentages are based on each agency's share of Federal fund grants for the Department and Federal Audit Clearinghouse records.
USDA HSPD12 LincPass Maintenance	Mandates the establishment of a new standard for credentialing Federal government employees and contractors.	Distribution is based on current fiscal year nationwide FTE employment ceilings in each agency.
Transit Subsidy	In accordance with Executive Order 13150, the USDA is providing all qualifying employees nationwide a direct transit subsidy in order to reduce Federal employees' contribution to traffic congestion and air pollution and to expand their commuting alternatives.	Distribution is based on each agency's percentage of the actual costs for each quarter.

**Working Capital Fund, Forest Service**

**Overview**

The Forest Service Working Capital Fund (WCF) provides orderly and efficient supply and equipment service in support of Forest Service programs. The Department of Agriculture Organic Act of August 3, 1956, as amended by the Act of October 23, 1962 (15 U.S.C. 579b), established the WCF. The WCF is a self-sustaining revolving fund that provides services to national forests, research stations, other Federal agencies, and as provided by law, to State and private cooperators.

The WCF requires no appropriation. Initially, regular Forest Service appropriations purchased assets and donated the assets to WCF. The WCF rates are determined so that WCF recovers operating and replacement costs. The WCF provides the following services:

- Equipment Leasing Services, which owns and rents vehicles and aircraft, and
- Enterprise Services, which are reinvention teams accomplishing project work that improves customer service and reduces costs.

The table below displays the volume of business for major WCF activities:

**Volume of Business for Major WCF Activities**  
*(dollars in thousands)*

<b>Type</b>	<b>FY 2015 Enacted*</b>	<b>FY 2016 Enacted*</b>	<b>FY 2017 Estimates*</b>
Equipment - Fleet	\$175,588	\$186,903	\$190,465
Equipment - Aircraft	6,862	9,770	12,969
Nursery	10,304	10,614	10,932
Enterprise Services	44,188	46,397	48,716
<b>Total</b>	<b>\$236,942</b>	<b>\$253,684</b>	<b>\$263,082</b>

\* FY 2016 Enacted and FY 2017 Estimates were calculated using approved 5-year Cash Flow statements. Each year the 5-year estimates can change based on specific needs at the time.

## **Working Capital Fund - Forest Service Fleet Management**

### **Background**

This exhibit is not required by Congressional direction but is included to report expenses necessary for the Working Capital Fund - Fleet Management.

### **Overview**

The Forest Service uses a working capital fund (WCF) to procure and operate motor vehicles and other fleet equipment in support of Forest Service programs. The WCF does not receive direct appropriations, but is a revolving fund that receives its authority through payment for services from appropriated accounts. The WCF rates are determined so that WCF recovers operating and replacement costs within a certain time period, and agency Fleet Managers are tasked with maintaining the financial solvency of the fund. The WCF supports Equipment Leasing Services, an entity that owns and rents vehicles and other fleet equipment.

### **Program Priorities**

The goal of the agency fleet program is to provide safe, efficient, and environmentally sound fleet equipment, and to ensure the safe, economical, and legal acquisition, operation, maintenance, and disposal of that equipment to meet the needs of the agency. In FY 2007, a fleet feasibility study recommended increasing the percentage of WCF Owned fleet. A later (FY 2011) fleet business process re-engineering study supported the 2007 recommendation. A FY 2015 Department of Agriculture Strategic Sourcing Initiative (AgSSI) established a Total Cost of Ownership (TCO) Model for use in comparing costs for General Services Administration (GSA) Lease vehicles with WCF Owned vehicles. The Forest Service currently owns approximately 90 percent of its motor vehicles, and rents about 10 percent from the GSA and commercial vendors. The goal of AgSSI is to identify the most cost effective mix of GSA Lease vehicles and WCF Owned vehicles.

Our improved Fleet Equipment Database (FED) will increase management oversight and efficiencies in the Fleet Management Program. The FED will replace both the current and obsolete Equipment Management Information System and WCF Data Entry Programs. In FY 2016, we will provide management data for both WCF Owned and GSA Lease vehicles in one system. WCF expenditures have remained fairly constant over time, and the majority of future fleet reductions will occur through the elimination of underutilized or excess vehicles.

Executive Order (EO) #13693 requires a 30 percent reduction of fleet greenhouse gas emissions by 2025, using 2014 as a baseline. Collaboration between Fleet Management and the Office of Sustainability and Climate Change will provide the necessary monitoring and oversight to achieve the EO goals through the purchase of alternative fuel vehicles (AFV's) and use of alternative fuels such as E85 fuel, zero emission and plug in hybrid vehicles, and compressed natural gas. Washington Office Fleet Management provides the opportunity for Field Units to compete for annual AFV Incentives Program funding for use in purchasing AFV's and fueling infrastructure at the local level.

### **Vehicle Allocation Methodology and Procurement Practices**

As part of the annual vehicle replacement process, the Forest Service units conduct assessments of fleet operations that analyze vehicle effectiveness, cost-to-serve, life cycle cost, vehicle pooling, and operating costs through use of a Vehicle Allocation Methodology (VAM) process. The Forest Service will finalize development of an automated VAM system in FY 2016, which will include the AgSSI – TCO Model to identify the most efficient and cost effective vehicles to meet the mission. The VAM and TCO Model will be applied to each vehicle replacement on a case by case basis.

Concurrently, vehicles with utilization that falls below agency standards (minimum annual mileage or days of use) are placed in motor-pools, transferred to other units, or outplaced. Ongoing fleet needs are determined by the Forest Service managers based on transportation and equipment needs to achieve their goals within the allotted budget. The AFV are chosen, when available. Often the limiting factor in the use of AFVs is the availability of alternative fuel in the geographic area.

Utilizing national guidelines, the region and station fleet specialists identify vehicles eligible for replacement. The final decision to procure a replacement vehicle is made at the region and station level. When a fleet addition or upgrade is required, a formal review and approval procedure is followed and documented.

### **Program Oversight**

To assure that the fleet program provides safe, efficient, and environmentally sound fleet equipment, and to ensure the safe, economical, and legal acquisition, operation, maintenance, and disposal of that equipment, the Forest Service uses a combination of the following:

Financial Incentives - Forest Service organizations, programs, and projects pay monthly rates on all WCF equipment assigned to them. This payment structure, coupled with VAM requires-utilization monitoring and reassigning or excessing non-essential vehicles. Potentially underutilized vehicles are reassigned to other units in need, who then assume the payments on the vehicles.

Business Practices - Standard business practices require national and regional review. These include the physical property inventory, the annual assessments of fleet needs for scheduling replacements and holdovers, and the annual review and recalculation of monthly rates. The Forest Service recently implemented a formalized review and approval procedure for all fleet additions and upgrades. Reduction of vehicle upgrades and replacing larger vehicles with smaller vehicles could result in significant cost savings, in large part due to associated fuel efficiency savings from smaller, more efficient replacement vehicles.

Monitoring - Typically, a region reviews fleet management activities on two to four national forests each year, and the national office reviews one to two regions.

Unit line officers, with the concurrence of Forest Supervisors, regularly adjust the fleet size, mix, and assignment throughout the year. This helps ensure an optimal fleet and helps to keep the fleet safe, effective, cost efficient, and in line with legal requirements.

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**Forest Service Budget Authorities**

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Acquisition of Lands, Special Acts, San Bernardino National Forest Land Conveyance and Settlement	Provides authority for the conveyance of a small parcel of public domain land in the San Bernardino National Forest in the State of California and changes the authorization for collection and retention of receipts first authorized under the Sisk Act P.L. 90-171.		NFS	P.L. 106-434	16 U.S.C. 484a
Agricultural Act of 2014, Insect and Disease Infestation	Amends the Healthy Forests Restoration Act (HFRA) to require designation of an insect and disease priority treatment area in at least one National Forest per State, if requested by the Governor. Treatments in those areas may be conducted in accordance with the authorities provided for fuels treatments in HFRA and also may be categorically excluded. Also, authorizes \$200,000,000 per year for these activities through 2024.		NFS, SPF	P.L. 113-79	16 U.S.C. 6591 et. seq.
Agricultural Act of 2014, Forest Inventory and Analysis (FIA)	Requires the Secretary of Agriculture to revise the FIA strategic plan within 180 days of enactment.		Research	P.L. 113-79	Not yet assigned.

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Agricultural Act of 2014, Forest Products Advanced Utilization Research	Amends the Agricultural Research, Extension and Education Reform Act of 1998 to add a Forest Products Advanced Utilization provision requiring the Secretary of Agriculture to establish a forestry and forest products research and extension initiative to develop and disseminate science-based tools that address the needs of the forestry sector. These activities must be carried out in coordination with the Forest Service, including the Forest Product's Laboratory.	September 30, 2018	Research	P.L. 113-79	7 U.S.C. 7655
Agriculture Grants and Powers Act of 1965	Provides authority to erect buildings and other structures on non-Federal land, if long-term lease on the land is obtained. Also, provides authority to make competitive grants to eligible institutions, including special grants and grants for facility renovation and refurbishment, to further the programs of the Department of Agriculture.		ALL	P.L. 89-106; P.L. 110-246	7 U.S.C. 450i

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Alaska National Interest Lands Conservation Act of 1980	Authorizes management of Federal lands in Alaska for subsistence uses of fish and wildlife, providing the opportunity for rural residents to continue their subsistence way of life. This Act also allows that receipts from oil, gas, timber, coal, and other natural resources collected by the Departments of Agriculture and the Interior are available to prepare, offer, and administer the timber sale program on the Tongass National Forest. Authorizing up to \$5,000,000 in annual transfers of receipts to a special fund.		NFS	P.L. 96-487	16 U.S.C. 539d
Anderson-Mansfield Reforestation and Revegetation Act of 1949	Requires the agency to accelerate and provide a continuing basis for the needed reforestation and revegetation of national forest lands and other lands under Forest Service administration or control. This Act authorizes appropriations as needed to provide for reasonable continuity of reforestation and vegetation programs.		NFS	P.L. 81-348	16 U.S.C. 581j-k
Archaeological Resources Protection Act of 1979	Authorizes the use of appropriated funds for the preservation and protection of historical and archaeological resources.		NFS	P.L. 96-95	16 U.S.C. 469
Arizona National Forest Improvement Act of 2000	Authorizes the Secretary of Agriculture to convey certain administrative sites in national forests in the State of Arizona, to convey certain land to the City of Sedona, Arizona for a wastewater treatment facility,		NFS	P.L. 106-458	16 U.S.C. 484a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
and for other purposes.					
Bankhead-Jones Farm Tenant Act of 1937	<p>Sections 31 and 32 of this Act authorize and direct the Secretary of Agriculture to develop a program of land conservation and land utilization, to assist in controlling soil erosion, reforestation, preserving natural resources, and to cooperate with Federal, State, territorial, and other public agencies in development and implementation of plans. This Act also provides authority to dispose of, or exchange, land acquired for the land utilization and conservation program. Section 32 also gives the Secretary of Agriculture the authority to regulate the use and occupancy of the property acquired by, or transferred to, the Secretary under or for the purposes of the Bankhead-Jones Act. This Act authorizes the transfer of lands acquired under the Act to other Federal, State, or Territorial agencies subject to a public reverter provision.</p>		NFS	P.L. 75-210	7 U.S.C. 110-111; 7 U.S.C. 1000-1006
Bankhead-Jones Farm Tenant Act, 25 percent of revenues to counties	<p>Authorizes annual payments on a calendar year basis to counties, equal to 25 percent of net revenues received during the year (excluding receipts from the sale of land). Counties shall use these payments for</p>		NFS	P.L. 75-210	7 U.S.C. 1012

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	schools and/or roads. This Act pertains primarily to national grasslands and land utilization projects.				
Bend Pine Nursery Land Conveyance Act	Authorizes the Secretary of Agriculture to sell or exchange all or part of certain administrative sites and other NFS land in the State of Oregon and use the proceeds derived from the sale or exchange for NFS purposes.		NFS	P.L. 106-526	16 U.S.C. 484a; 16 U.S.C. 480 et seq
Black Hills National Forest and Rocky Mountain Research Station Improvement Act	Authorizes the Secretary of Agriculture to sell or exchange all or part of certain administrative sites and other land in the Black Hills National Forest and use funds derived from the sale or exchange to acquire replacement sites and to acquire or construct administrative improvements in connection with the Black Hills National Forest.		NFS	P.L. 106-329	16 U.S.C. 484a
Boise Laboratory Replacement Act of 2000	Authorizes the Secretary of Agriculture to sell or exchange the Boise laboratory site (as defined by this Act), and use the resultant funds to acquire land and facilities to: (1) co-locate the laboratory with one of the Boise-area State institutions of higher learning; (2) replace other laboratory functions; and (3) acquire other land or interests in Idaho.		NFS	P.L. 90-171; P.L. 106-291	16 U.S.C. 484a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Boundary Waters Canoe Area Wilderness Act of 1978	Section 18(e) authorizes the construction of dispersed recreation sites and trails outside the Boundary Waters Canoe Area Wilderness. Section 7(d)(3) authorizes funding to acquire land and water within the designated wilderness. Also, see Thye-Blatnik Act of June 22, 1948, as amended (16 U.S.C. 577h), cited in paragraph 3.		NFS	P.L. 95-495	16 USC 1132 note
Brush Disposal Act of August 11, 1916	Authorizes the Secretary of Agriculture to require purchasers of national forest timber to deposit the estimated cost to dispose of brush and other debris resulting from their cutting operations.		NFS	P.L. 64-190	16 U.S.C. 490
Burton-Santini Lake Tahoe Basin Act of December 23, 1980	Authorizes the Secretary of Agriculture, with the concurrence of the Tahoe Regional Planning Agency, to acquire specified unimproved, environmentally sensitive land to be administered as part of the United States National Forest System or, if unsuitable for administration as such, to be transferred to a unit of State or local government with specified restrictions. Permits the acquisition of specified portions of the Lake Tahoe Basin. This authority expires when all Clark County, Nevada, land specified in the Act is sold by the U.S. Department of the Interior, Bureau of Land Management.		NFS	P.L. 96-586	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Carlson-Foley Act of 1968	Authorizes use of noxious plant control funds reimburse States for such activity on Federal land.		NFS, SPF	P.L. 90-583	43 U.S.C. 1241-1243
Coconino and Tonto National Forest Land Exchange Act	Provides for the exchange of five certain parcels of land in the Coconino and Tonto National Forests in Arizona, and for other purposes.		NFS	P.L. 108-190	43 U.S.C. 1701 et seq.; 43 U.S.C. 1716(b); 16 U.S.C. 484a
Collaborative Forest Landscape Restoration (CFRLR)	The Omnibus Public Land Management Act of 2009 authorizes the Collaborative Forest Landscape Restoration Fund, establishing a Treasury fund to be used to pay up to 50 percent of the cost of carrying out and monitoring ecological restoration treatments on National Forest System land. The Act authorizes \$40,000,000 for each of fiscal years 2009 through 2019, to remain available until expended. Actual appropriated amounts have varied by year.	9/30/2019	NFS	P.L. 111-11 Title III	16 U.S.C. 7301
Columbia River Gorge National Scenic Area Act of 1986, land acquisition provisions	Sections 9 and 16a of the Act authorizes land acquisition within the Columbia River Gorge National Scenic Area.		NFS	P.L. 99-663	16 U.S.C. 544g

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Columbia River Gorge National Scenic Area Act of November 17 of 1986, establishment	Establishes the Columbia River Gorge National Scenic Area in Washington and Oregon. Designates special management and urban areas within such scenic area. Directs the Secretary to administer the Federal lands within the special management areas according to forest and multiple-use management regulations applicable to the national forests. Authorizes the Secretary to make grants to each State for grants and loans for economic development in counties which have adopted conforming land use ordinances. Directs the Secretary to provide technical assistance to counties to develop land use ordinances under this Act. Allocates timber receipts from special management area funds. Directs the Secretary to make payments to local governments to compensate for lost real property taxes from federally acquired lands.		SPF, NFS	P.L. 99-663	16 U.S.C. 544
Commercial Filming	The Act of May 26, 2000 authorizes retention of fees collected for commercial filming and photography land use authorizations and the obligation of the monies for the maintenance of the filming site. Land use fees are based on a schedule to use and occupy NFS land for filming/photo activities. This fee is separate from the cost recovery fee to process applications and monitor and the		NFS	P.L. 106-206	16 U.S.C. 4601-6d

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	<p>authorization for compliance with the commercial filming permit.</p>				
<p>Commercial Spectrum Enhancement Act (CSEA)</p>	<p>Title II of this Act created the Spectrum Relocation Fund (SRF) to provide a centralized and streamlined funding mechanism through which Federal agencies can recover the costs associated with relocating their radio communications systems from certain spectrum bands, which were authorized to be auctioned for commercial purposes.</p>		<p>NFS</p>	<p>P.L. 108-494</p>	
<p>Community Forest and Open Space Conservation Program</p>	<p>The 2008 Farm Bill amended the Cooperative Forestry Assistance Act of 1978 to establish a program to provide federal matching grants to help local governments, Tribes, or nongovernmental organizations acquire private forests that are threatened by conversion to non-forest uses. Properties acquired are working forests open to public access. Authorizes appropriations of such sums as necessary.</p>		<p>SPF</p>	<p>P.L. 110-246</p>	<p>16 U.S.C. 2103d</p>

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Community Forest Restoration Act	Extends authorization to make funds available for use on non-Federal lands under State and Private Forestry appropriation.		WFM	P.L. 106-393	
Community Wood Energy Program	The Agricultural Act of 2014 authorizes \$5,000,000 in annual appropriations for a Community Wood Energy Program through FY 2018. Grants of up to \$50,000 to State and local governments or biomass consumer cooperatives to develop plans for, or to acquire or upgrade community wood energy systems.	09/30/2018	SPF	P.L. 113-79	7 U.S.C. 8113
Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA)	Forest Service Policy is to use Forest Service CERCLA authority and processes to respond at sites under Forest Service jurisdiction or control where hazardous substances, pollutants, or contaminants threaten human health or the environment. Many abandoned mine sites are CERCLA sites, since heavy metals such as arsenic, cadmium, and others that may occur in surface water at mine sites are listed as hazardous substances. Further, the Forest Service may invoke CERCLA at mining sites where “pollutants or contaminants” such as sediment, or metals such as iron or aluminum which are not listed hazardous substances, are impacting the environment.		NFS	P.L. 96-510	42 U.S.C. 9601

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Cooperative Firefighting Funds Retention	Any money collected from the States for fire suppression assistance rendered by the Forest Service on non-Federal lands not in the vicinity of National Forest System lands shall hereafter be used to reimburse the applicable appropriation and shall remain available until expended.		SPF	P.L. 105-277	16 U.S.C. 2106b
Cooperative Forestry Assistance Act of 1978	Authorizes cooperation and assistance to non-Federal forest landowners and communities in rural forest management, urban and community forest management, production of timber and other forest resources, insect and disease control, rural fire prevention and control, forest management and planning assistance, and technology implementation. Includes authorization for many State and Private Forestry programs, including the Forest Stewardship Program, the Forest Legacy Program, and the Urban and Community Forestry Program.		SPF	P.L. 95-313	16 U.S.C. 2101-2114
Cooperative Forestry Innovation Partnership Projects	Allows the Secretary to competitively allocate up to 5% of CFAA funds for innovative education, outreach, or technology transfer projects. Funds would be available to States, Tribes, local governments, land-grant, or private entities with a 50% cost share.		SPF	P.L. 110-246	16 U.S.C. 2101a and continuing

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Cooperative Funds Act of June 30, 1914, Forest Investigations, Protection and Improvement	Authorizes the acceptance of contributions for cooperative work in forest investigations, protection, management, and improvement of the National Forest System.		NFS		16 U.S.C. 498
Cooperative Funds Act of June 30, 1914, Wildland Fire Protection	Grants Federal Agencies the authority to maintain wildland fire protection organizations for the protection of federal lands and for the States to assist local fire departments in maintaining wildland fire protection resources for the protection of State and privately owned lands. Structure and dump fire protection, which are the responsibility of local fire departments, are independent of this agreement.		WFM		16 U.S.C. 498
Cooperative Funds and Deposits Act	Authorizes the Forest Service and cooperator(s) to perform work from which they would accrue mutual non-monetary benefit in the areas of cooperative pollution abatement; cooperative manpower, job training, and development programs; development and publication of cooperative environmental educations and forest history materials; and, forestry protection. Authorizes cooperation for fire protection for public good and where there is mutual benefit, other than monetary consideration.		WFM	P.L. 94-148; P.L. 95-313	16 U.S.C. 565a1 – a3; 16 U.S.C. 2101-2111

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Cradle of Forestry	<p>The Act of July 4, 1968 authorizes the Secretary of Agriculture to cooperate with, and receive the cooperation of, public and private agencies and organizations and individuals in the development, administration, and operation of Cradle of Forestry in western North Carolina. The Secretary of Agriculture is authorized to accept contributions and gifts to further the purposes of the Act. The 6,500-acre Cradle of Forestry Historic Site in the Pink Beds valley, NC, was established by Congress in 1968 and contains the first official school for forestry in America..</p>		NFS	P.L. 90-398	16 U.S.C. 471h
Department of Agriculture Grants and Powers Act of 1965	<p>Section 1 authorizes the erection of buildings and other structures on non-federal land, with long-term lease and right-to-remove, and authorizes the use of appropriations for expenses necessary to acquire long-term lease. Provides authority for long-term leases on non-federal land and building structures on non-federal land, if a long-term lease on the land is obtained.</p>		ALL	P.L. 89-106	7 U.S.C. 2250a
Department of Agriculture Organic Act of 1944	<p>Section 703 authorizes the erection, alteration, and repair of buildings and other improvements on Federal land that are necessary to conduct authorized work, provided provision is made in applicable appropriations.</p>		CIM	P.L. 78-425	7 U.S.C. 2250

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Department of Agriculture Organic Act of 1956	Authorizes the acquisition of land by purchase, exchange, or other means, to carry out authorized work, provided that provision is made in applicable appropriations. This is one of the primary authorities for acquisition of lands with Land and Water Conservation Fund moneys.		NFS	P.L. 84-979	7 U.S.C. 428a
Department of Agriculture Organic Act - Aviation, Lookout Towers, & Fire Management	Authorizes the Forest Service, by contract or otherwise, to provide for procurement and operation of aerial facilities and services for the protection and management of the national forests and other lands administered by the agency.		WFM	P.L. 78-425	16 U.S.C. 579a
Eastern Wilderness Act of 1975	Sections 6 and 9 authorize the acquisition, exchange, and donation of land for inclusion in the Eastern Wilderness system.		NFS	P.L. 93-622	16 U.S.C. 1132 note
Endangered Species Act of 1973	The Endangered Species Act (ESA) provides a program for the conservation of threatened and endangered plants and animals and the habitats in which they are found. Section 7 requires federal agencies to consult with the U.S. Fish and Wildlife Service and/or the NOAA Fisheries Service to ensure that actions they authorize, fund or carry out are not likely to jeopardize the continued existence of any listed species or destroy or adversely modify designated critical habitat of such species. Sections 5 and 15 authorize the acquisition of land to		NFS	P.L. 93-205	16 U.S.C. 1534 and 1542

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	protect threatened and endangered species.				
Federal Agricultural Improvement and Reform Act (Forest Legacy)	Authorizes grants to States for carrying out the Forest Legacy Program, including the acquisition by the State of lands and interests in lands.		SPF	P.L. 104-127	16 U.S.C. 2103c
Federal Agriculture Improvement and Reform Act of 1996	Authorizes the acceptance of contributions for cooperative work in forest investigations, protection, management, and improvement of the National Forest System.		NFS	P.L. 104-127	16 U.S.C. 498
Federal Highway Act	Establishes the Federal Highway Trust Fund, managed by the Department of Transportation. Federal highway construction, maintenance, and other projects defined in the Act are financed from the Federal Highway Trust Fund. The Department of Transportation transfers these monies to the Forest Service for highway projects pertinent to National Forest System lands.		CIM	P.L. 85-767	23 U.S.C. 120, 125, 205
Federal Land Exchange Facilitation Act of 1988	Section 4 of this Act authorizes appropriations to consider, process, and consummate land exchanges pursuant to the Federal Land Policy and Management Act of 1976 (43 USC 1701).		NFS	P.L. 100-409	43 U.S.C. 1716

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Fed					
Federal Lands Recreation Enhancement Act	Provides authority to implement a fee program for certain recreation sites on Federal lands. Fees collected from users of recreation facilities are used to pay for on-the-ground operation, maintenance, and improvements of recreation sites and services to maintain and enhance recreation opportunities, visitor experiences, and related habitat. Funds are available until expended. The Act directs the creation of Recreation Resource Advisory Committees to allow for public involvement on recreation fee programs.	09/30/2017	NFS	P.L. 108-447; P.L. 113-46; P.L. 113-164; P.L. 113-235 P.L. 113-235	16 U.S.C. 6806 and 6807
Federal Water Project Recreation Act, 1965	Provides up to 50 percent of the costs of recreation facility development at certain reservoirs when a non-Federal entity entered into an agreement to provide the remaining development funds; to pay all of the costs of operations, maintenance, and replacement (OM&R); and to manage the area for public recreational use. For reservoirs constructed before 1965, the Federal contribution for the development of recreation facilities was limited to \$100,000 for each reservoir.		NFS	P.L. 89-72	16 U.S.C. 460L-13

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
FLAME Act of 2009	The FLAME Act of 2009 states, " for fiscal year 2011 and each fiscal year thereafter, the amounts requested by the President for a FLAME Fund should be not less than the amount estimated by the Secretary concerned as the amount necessary for that fiscal year for wildfire suppression activities of the Secretary that meet the criteria specified..." The criteria are fires that 1) cover 300 or more acres, 2) pose significant complexity, severity, or threat to human life, property, or resources.		FLAME	P.L. 111-88	43 USC 1701 note; 43 U.S.C. 1748a
Florida National Forest Land Management Act	Authorizes the Secretary of Agriculture to sell or exchange certain parcels of land in the State of Florida, and for other purposes.		NFS	P.L. 108-152	16 U.S.C. 484a
Food and Agriculture Act of 1977	Designates the U.S. Department of Agriculture as the lead agency of the Federal government for agricultural research, extension, and teaching. It also removes restrictions on the use of cooperative agreements with universities and permits cost reimbursable agreements with State cooperating institutions without competition.		ALL	P.L. 95-113	7 U.S.C. 3318-3319d
Food Security Act of 1985	Authorizes a conservation acreage reserve program, and authorizes the Secretary of Agriculture to utilize the services of the Forest Service and other Federal and State agencies to carry out the program.		ALL	P.L. 99-198	16 U.S.C. 3842

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Food, Agriculture, Conservation, and Trade Act of 1990	<p>Section 1241 authorizes the Modern Timber Bridge Initiative, with an authorization of \$5,000,000 annually. Section 1271 authorizes assistance to landowners who suffer destruction of 35 percent or more of a commercial tree stand due to damaging weather, related condition, or wildfire. Section 2371 authorizes the establishment of and economic development and global marketing program, including technology transfer to natural resource-based industries in the United States. The Healthy Forest Initiative amended section 2371 the Act to create the “Rural Revitalization Technologies” program, which provides for the accelerated adoption of technologies in the biomass industry. Sections 2372-2379 authorize economic assistance to rural communities in or near national forests.</p>		SPF	P.L. 101-624	16 U.S.C. 2106; 7 U.S.C. 6601; 7 U.S.C. 6611-6617
Forest and Rangeland Renewable Resources Planning Act of 1974	<p>Requires preparation of a renewable resource assessment, program plans, inventories, and budget request, and an update to these plans every 10 years.</p>		ALL	P.L. 93-378	16 U.S.C. 1601 note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Forest and Rangeland Renewable Resources Research Act of 1978	<p>Authorizes the Forest Service to conduct, support, and cooperate in investigations, tests, and other activities necessary to obtain, analyze, develop, demonstrate, and disseminate scientific information about forest and rangeland renewable resources in rural, suburban, and urban areas. It authorizes competitive grants and advance of funds to cooperators and grantees; research encouraging improved reforestation of cutover lands; and development and implementation of improved methods of survey and analysis of forest inventory information. An amendment made under P.L. 101-624 established a forestry student grant program for minority and female students.</p>	09/30/2019	NFS	<p>P.L. 95-307; P.L. 100-521; P.L. 101-624</p>	<p>16 U.S.C. 1641 - 1648</p>
Forest Botanical Products	<p>The Department of the Interior and Related Agencies Appropriation Act of 2000 authorizes the Secretary of Agriculture to charge and collect fees from persons who harvest forest botanical products to cover costs to the agency. Funds collected are deposited in a special fund in the Treasury. This authority is authorized through September 30, 2019, with the funds collected available for expenditure through September 30, 2020.</p>	09/30/2019	NFS	<p>P.L. 106-113; P.L. 111-88; P.L. 113-76</p>	<p>16 U.S.C. 528 note</p>

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Forest Inventory Analysis Data Privacy	The FY 2000 Interior and Related Agencies Appropriations Act added Forest Inventory and Analysis (FIA) Program to the existing Food Security Act of 1985, thus providing a legal basis for protecting the privacy of the data suppliers.		R&D	P.L. 106-113	7 U.S.C. 2276
Forest Service Administration of Rights-Of-Way and Land Uses (Cost Recovery)	Provides authority to implement a pilot program to improve customer service to applicants and holders of special land use authorizations and reduce the agency's backlog of expired authorizations. The authority allows the Forest Service to charge a fee for analysis of special use authorizations.	Permanent	NFS	P.L. 106-113, Sec. 331; P.L. 113-6, Sec. 1415, P.L. 110-161, P.L. 113-6; P.L. 113-46; P.L. 113-76	30 U.S.C. 185(i); 43 U.S.C. 1764(g); 16 U.S.C. 470h-2(g), U.S.C. 497 note
Forest Service Facility Realignment and Enhancement Act (FSFREA)	Provided authority to convey unneeded administrative sites and retain the proceeds for building maintenance, rehabilitation, and construction. In addition, projects initiated under the pilot authority of P.L. 107-63, Section 329 may continue under the provisions of the FSFREA. The Consolidated Appropriations Act of 2012 extended the authority to September 30, 2016.	09/30/2016	NFS	P.L. 109-54; P.L. 111-8; P.L. 112-74	16 U.S.C. 580d note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Gifts, Donations, and Bequests for Research	The Act of June 30, 1978 authorizes the acceptance and use of donated funds for research activities.		R&D	P.L. 95-307	16 U.S.C. 1643
Gifts, Donations, and Bequests to the Department of Agriculture	The Act of October 10, 1978 authorizes agencies within the U.S. Department of Agriculture to accept donations for non-research activities (i.e., land or other real property).		ALL	P.L. 95-442	7 U.S.C. 2269
Global Change Research Act of 1990	Establishes the Committee on Earth and Environmental Sciences, part of the Federal Coordinating Council on Science, Engineering, and Technology under the Office of Science and Technology Policy of the Executive Office of the President. Authorizes funded participation in the United States Global Change Research Program as the Forest Service Global Change Research Program.		R&D	P.L. 101-606	15 U.S.C. 2931
Global Climate Change Prevention Act of 1990	Establishes a Global Climate Change Program at USDA to study the effects of global climate change on agriculture and forestry. The Program Direction shall coordinate policy analysis, long range planning and research across the Department and with other Agencies. The Act also establishes the Office of International Forestry to be responsible for the international forestry activities of the Forest Service and establishes the Institutes of	09/30/2018	International Forestry; R&D	P.L. 101-624; P.L. 107-171; P.L. 110-234, sec 8202	7 U.S.C. 6701 to 6708

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Tropical Forestry; authorizes the creation of a pilot project in urban forestry.					
Good Neighbor Authority	The Agricultural Act of 2014 expanded Colorado Good Neighbor Act authority (CGNA) to Puerto Rico and all States with National Forest System lands. (Also includes BLM managed lands) Through this authority the Secretary of Agriculture, via cooperative agreement or contract, can permit State agencies to perform watershed restoration and forest management services on National Forest System lands when similar and complementary restoration services are being performed on adjacent State or private lands.	Permanent		P.L. 113-79	Not yet assigned.
Granger-Thye Act of April 24, 1950	Authorizes cooperation with other parties to perform work for permittees, agencies, organizations, and persons for work that the Forest Service is authorized to do, on lands of the United States. Also allows for research funds to be advanced to Also allows for research funds to be advanced to cooperators. Authorizes assistance for work on other than Forest Service jurisdictions.		ALL	P.L. 81-478	16 U.S.C. 572

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Grazing Permits	The terms and conditions contained in the expired, transferred, or waived (or renewed prior to 2004) permit or lease shall continue in effect under the renewed permit or lease until such time as the Secretary completes processing of such permit or lease in compliance with all applicable laws and regulations or until the expiration of the renewed permit, whichever comes first. At which time such permit or lease may be canceled, suspended or modified, in whole or in part, to meet the requirements of such applicable laws and regulations.	09/30/2016	NFS	P.L. 108-108, Sec. 325; P.L. 111-88; P.L. 112-74; P.L. 113-46; P.L. 113-76	43 U.S.C. 1752
Grey Towers National Historic Site Act of 2004	Creates permanently available Grey Towers National Historic Site Fund. The Secretary is authorized to enter into Agreements for grants, contracts, and cooperative agreements as appropriate with the Pinchot Institute, public and other private agencies, organizations, institutions, and individuals to provide for the development, administration, maintenance, or restoration of land, facilities, or Forest Service programs at Grey Towers or to otherwise further the purposes of this section.		NFS	P.L. 108-447, Sec. 348	16 U.S.C. 461 note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Hardwood Technology Transfer and Applied Research	Establishes the Institute of Hardwood Technology Transfer and Applied Research in Princeton, West Virginia, previously named the Robert C. Byrd Hardwood Technology Center in West Virginia. Certain revenues shall be deposited into a special Treasury fund to be available for obligation until expended.		SPF	P.L. 106-113	16 U.S.C. 1650
Hawaii Tropical Forestry Recovery Act of 1992	Grants authorities to the Secretary of Agriculture to treat invasive plants on Federal and non-Federal ownerships in Hawaii and in tropical forests on Federal lands in other States.		SPF, Internationala I Forestry	P.L. 102-574	16 U.S.C. 4505a, 4503
Healthy Forests Restoration Act (HFRA) of 2003	Title I of HFRA provides for expedited environmental review, a pre-decisional Forest Service administrative review process, and other measures on National Forest and Bureau of Land Management (BLM) lands that are at-risk of catastrophic fire. Titles II through VI authorize various forest health restoration programs, including promoting the use of woody biomass, creating the Health Forest Reserve Program, and providing watershed forestry assistance.		ALL	P.L. 108-148; P.L. 110-246	portions of 16 U.S.C. 6501 - 18 and 16 U.S.C. 6541-6591
Historic Preservation Act of 1966	Authorizes use of appropriated funds for the preservation and protection of historical and archaeological resources.		NFS	P.L. 89-665	16 U.S.C. 470

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Historic Preservation Act of 1966, Preservation of Historical and Archaeological Data	Authorizes use of appropriated funds for the preservation and protection of historical and archaeological resources and protection of archaeological data.		NFS	P.L. 93-291; P.L. 96-95; P.L. 106-355	16 U.S.C. sections of both 460 and 470
Illinois Land Conservation Act of 1995	The Secretary of Agriculture is authorized to charge reasonable user fees for the admission, occupancy, and use of the Midewin National Tallgrass Prairie; and may sell for salvage value any facilities and improvements which have been transferred under this Act. The Secretary may use amounts in the fund, in such amounts as are provided in advance in Appropriation Acts, for restoration and administration of the Midewin National Tallgrass Prairie.		NFS	P.L. 104-106	16 U.S.C. 1609 note
Illinois Land Conservation Act of 1995, Midewin National Tallgrass Prairie creation	Established the Midewin National Tallgrass Prairie in Illinois, to be managed as part of the National Forest System. This Act also authorized the conversion of Joliet Army Ammunition Plant to the Midewin National Tallgrass Prairie. Further, certain revenue receipts from the Midewin National Tallgrass Prairie are authorized for deposit into a special Treasury fund to be available for obligation until expended.		NFS	P.L. 104-106	16 U.S.C. 1609; 16 U.S.C. 698u

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Illinois Land Conservation Act of 1995, special use authorizations	The Secretary of Agriculture is authorized to issue agricultural special use authorizations or grazing permits for purposes primarily related to erosion control, provision for food and habitat for fish and wildlife, or other resource management activities consistent with the purposes of the Midewin National Tallgrass Prairie.		NFS	P.L. 104-106	16 U.S.C. 1609 note
International Forestry Cooperation Act of 1990	Authorizes support (including cooperation, financial, and technical assistance, without reimbursement) for international forestry and related natural resource activities outside the United States and its territories. Authorizes expansion of the research capabilities of the Institute of Tropical Forestry in Puerto Rico.		Internationa 1 Forestry	P.L. 101-513; P.L. 102-574	16 U.S.C. 4501
Interpretive Associations (FS Partnerships Agreements)	Authorizes the Secretary of Agriculture may enter into an agreement with a Federal, Tribal, State, or local government or a nonprofit entity to develop, produce, publish, distribute, or sell educational and interpretive materials and products and other purposes.	09/30/2019		P.L. 94-148; P.L. 113-76	16 U.S.C. 565a-1

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Job Corps	Comptroller General Decision B-215842, dated June 25, 1986, (65 Comp.Gen.666). In accordance with this Comptroller General Decision Job Corps reimbursable authority is restricted to the activities of collections from non-students for meals in the students' dining hall and collections from students for lost and/or damaged tools and clothing.		NFS		
Knutson-Vandenberg Act of June 9, 1930	The Knutson-Vandenberg Act established a special fund to collect a portion of timber sale receipts to pay for reforesting the area from which the timber was cut. The Act was amended in 1976 to allow the use of these funds for other sale area improvement activities. The FY 2006 Interior Appropriations Act amended this authority to allow for the expenditure of unused funds, not needed for work on the sale area, on other areas in the same Forest Service region.		NFS	P.L. 71-319; P.L. 94-588; P.L. 109-54	16 U.S.C. 576b
Lake Tahoe Restoration Act	Enables the Forest Service to plan and implement environmental restoration activities and forest management activities in the Lake Tahoe Basin, along with other Federal, State, local, regional, tribal, and private entities to improve water quality.		NFS	P.L. 106-506	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Land Acquisition Act of March 3, 1925	<p>Authorizes the purchase of land for administrative sites and acceptance of donations of land when no suitable Government land is available. Appropriated funds must be available for the purpose for which the land is to be used. This authority is subject to an annual, service-wide limitation of \$50,000.</p>		NFS	<p>P.L. 68-575; P.L. 85</p>	<p>16 U.S.C. 555</p>
Land and Facilities Conveyance (Realignment)	<p>CONVEYANCES AUTHORIZED.—In the manner provided by this title, the Secretary may convey an administrative site, or an interest in an administrative site, that is under the jurisdiction of the Secretary. The conveyance of an administrative site under this title may be made—(1) by sale; (2) by lease; (3) by exchange; (4) by a combination of sale and exchange; or (5) by such other means as the Secretary considers appropriate.</p>	9/30/2016		<p>P.L. 109-54 P.L. 111-8 P.L. 112-74 16 U.S.C. 580d</p>	
Land and Water Conservation Fund Act of 1965	<p>Created by Congress in 1964, the Land and Water Conservation Fund (LWCF) provides money to federal, state and local governments to purchase land, water and wetlands for the benefit of all Americans. The Fund receives money from fees paid by companies drilling offshore for oil and gas. Other funding sources include the sale of surplus federal real estate and taxes on motorboat fuel.</p>	9/30/2015	NFS	<p>P.L. 113-287</p>	<p>54 U.S.C. 2003</p>

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Land Between the Lakes Protection Act of 1998	Establishes the Land Between the Lakes (LBL) Trust Fund and the LBL Management Fund. In accordance with Title V of the Act, responsibility for the LBL National Recreation Area in Kentucky and Tennessee transferred from the Tennessee Valley Authority (TVA) to the Secretary of Agriculture. The Act directed the Tennessee Valley Authority to deposit into the LBL Trust Fund \$1,000,000 for five years, to be available until expended. The Act also authorizes the Forest Service to retain certain recreation revenue receipts from the Land Between the Lakes National Recreation Area, to be deposited into the LBL Management Fund to be available for obligation until expended.		NFS	P.L. 105-277, Title V of Sec. 101 - e	16 USC 460III (Chapter 1, subchapter CXXXIII)
McIntire-Stennis Act of 1962	Authorizes the Secretary of Agriculture to cooperate and assist State colleges and universities in forestry research on a matching funds basis. Authorizes the Secretary of Agriculture to make competitive grants to a State agricultural experiment station, college, or university, research institution or organization, Federal agency, private organization, or corporation with the demonstrable capacity to conduct forestry, natural resource, and environmental research; and to update research facilities and equipment available for this type of		R&D and SPF	P.L. 87-788; P.L. 101-624	16 U.S.C. 582a and 582a-1-582a-7

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
research.					
Mineral Materials Act of 1947	Provides authority to: (a) dispose of mineral material and (b) approve and issue permits to explore and develop oil and gas leases.		NFS	P.L. 80-291	30 U.S.C. 226, 601-602, and 611
Mississippi National Forest Improvement Act of 1999	Authorizes the Secretary of Agriculture to sell or exchange U.S. right, title, and interest in and to specified lands in Mississippi. Makes proceeds from such sales or exchanges available for the construction of a research laboratory and office at the Forest Service administrative site at Mississippi State University at Starkville, Mississippi; the acquisition, construction, or improvement of administrative facilities in connection with National Forest System units in the State; and the acquisition of land and interests in land for units of the NFS in the State.		NFS	P.L. 106-113	7 U.S.C. 1281 Note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Multiple-Use Sustained-Yield Act of 1960	Clarifies Forest lands are to be administered for outdoor recreation, range, timber, watershed, wildlife, and fish. Authorized and directed the development and administration of the renewable surface resources of the National Forests for multiple use and sustained yield of the several products and services obtained there from.		NFS	P.L. 86-517	16 U.S.C. 528 note
Mutually Beneficial Agreements	Established permanent authority for the Forest Service to enter in to mutually beneficial agreements with public or private agencies, organizations, institutions, or persons. Exempts watershed restoration and enhancement agreements and agreements under the first section of P.L. 94-148 from Chapter 63 of Title 31, United States Code.		ALL	P.L. 111-11, sec. 3001	16 U.S.C. 1011
National and Community Service Act of September 21, 1993	Authorizes the Secretary to enter in to contracts or cooperative agreements with any qualified youth or conservation corps for completion of conservation work.		NFS	P.L. 103-82	42 U.S.C. 12501, 12572-12681
National Forest Management Act (NFMA) of 1976	The NFMA requires that the Forest Service prepare and revise at 15-year intervals a land management plan (LMP) for each national forest to provide for multiple use and sustained yield of the products and services obtained from the forest. NFMA also establishes restrictions on timber harvest,		NFS	P.L. 94-588	16 U.S.C. 472a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	<p>such as provisions that harvest can only occur where soil, slope or other watershed conditions will not be irreversibly damaged. The Act directs the Secretary to develop regulations to set out the process for the development and revision of land management plans.</p>				
National Forest Roads and Trails Act of 1964	<p>Authorizes the acquisition, construction, and maintenance of National Forest System roads and trails. Also authorizes the construction of roads using cooperative financing from other agencies.</p>		CIM	P.L. 88-657	16 U.S.C. 532-538
National Forest Ski Area Permit Act of 1986	<p>Authorizes the issuance of permits for use and occupancy of suitable lands within the National Forest System for construction and maintenance of buildings, structures, and other facilities for hotels, resorts, summer homes, stores, industrial or commercial purposes, education or other public use, alpine and Nordic skiing operations, and so forth.</p>		NFS	P.L. 99-522	16 U.S.C. 497 and 497b
National Forest System Drug Control Act of 1986	<p>Authorizes the Secretary of Agriculture to prevent and control drug abuse on National Forest System lands, including investigative powers beyond the exterior boundaries of the National Forest System. For employment, equipment, facilities, training, and cooperative programs, \$10 million annually.</p>		LEI	P.L. 99-570	16 U.S.C. 559b note, 559b-559g

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
National Trails System Act of 1968	Sections 7 and 10 authorize the acquisition, exchange, and donation of land for the National Trails System and for development, management, and volunteer assistance on the system.		CIM	P.L. 90-543	16 U.S.C. 1241-1251
Organic Administration Act of 1897	Provides authority for the administration, protection, and management of the National Forests, for the purposes of improving and protecting the forest, securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States. The Act also directs the Secretary of Agriculture to protect National Forests against destruction by fire and depredations.		NFS, WFM		16 U.S.C. 473-478, 479-482, and 551
Organizational Camp Fees	The Consolidated Appropriations Resolution, 2003 provides authority to establish a land use fee system for the occupancy and use of NFS lands by organizational camps that serve young people or individuals with a disability.		NFS	P.L. 108-7	
Payment for Receipts for Schools and Roads	The Act of May 23, 1908, as amended, commonly known as "Payments to States", authorizes annual payments on a fiscal year basis to States equal to 25 percent of revenues from the sale of goods and services by the national forests. States shall use these payments for schools and roads.			P.L. 60-136	16 U.S.C. 500

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Pest and Disease Revolving Loan Fund	Pest and Disease Revolving Loan Fund (Section 10205) – establishes a revolving loan fund to provide low interest loans to local governments to finance purchases of authorized equipment to monitor, remove, dispose of, and replace infested trees. Authorizes appropriations of such sums as are necessary.		SPF	P.L. 110-246	16 U.S.C. 2101a and continuing
Pipelines Act of 1920, Mineral Leasing Act	Rights-of-way through any Federal lands may be granted by the Secretary of the Interior or appropriate agency head for pipeline purposes for the transportation of oil, natural gas, synthetic liquid or gaseous fuels, or any refined product.		NFS	P.L. 66-146	30 U.S.C. 185
Private Schooling, Puerto Rico	Funds available to the Forest Service may be used for the purpose of expenses associated with primary and secondary schooling for dependents of agency personnel stationed in Puerto Rico at a cost not in excess of those authorized for the Department of Defense for the same area, at the discretion of the Chief of the Forest Service.	09/30/2019	ALL	P.L. 108-447; P.L. 109-54; P.L. 111-88; P.L. 113-76	
Quarters Operations and Maintenance	Authorizes the collection of rental income from employees living in government residences. Such rents and charges shall be deposited in a special Treasury fund, to remain available for obligation until expended, for maintenance and operation of quarters.		ALL	P.L. 98-473	5 U.S.C. 5911

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Quinault Special Management Area	The Act of November 8, 1968 establishes the “Quinault Special Management Area” from part of the Olympic National Forest, and assigns responsibility to the Forest Service for managing its natural resources and distributing proceeds from the sale of forest products according to provisions of the Act.		NFS	P.L. 100-638	
Reciprocal Fire Protection Act, Fire Protection	Authorizes agreements between agencies of the United States Government and other domestic agencies, including State and local entities and instrumentalities for mutual aid in fire protection and allows for reimbursements for costs incurred by the Department of Agriculture for fire protection rendered to be credited to the same appropriation or fund from which the expenses were paid. .		WFM	P.L. 84-46; Not yet assigned.	42 U.S.C. 1856a-d; Not yet assigned.
Agreements and Mutual Aid Agencies					
Reforestation Trust Fund	The Recreational Boating Safety and Facilities Act establishes the Reforestation Trust Fund which receives monetary resources through an annual warrant from Treasury, of monies received for certain customs duties and tariffs. No more than \$30,000,000 may be deposited annually. The trust fund balance is available for reforestation and other “treatment of acreage.” The Act’s provisions give investment authority to the Forest Service		NFS	P.L. 96-451	16 U.S.C. 1606a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	for the trust fund balance.				
Research Facilities Act of 1963	Authorizes support for agricultural research (including forestry) at eligible institutions through Federal grant funds, on a matching funds basis, to help finance physical facilities and equipment as required for the effective conduct of agricultural research and related academic programs.		R&D	P.L. 88-74; P.L. 95-113; P.L. 99-198	7 U.S.C. 390 - 390c
Research Grants Act of 1958	Provides, to agencies authorized to enter into contracts for basic scientific research with nonprofit institution and organizations, authority to make grants to such institutions and organizations; title to equipment purchased with such grants being vested with the nonprofit organization or institution. Such sums as are necessary; no expiration date.		R&D	P.L. 85-934	42 U.S.C. 1891-1893

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Resource Conservation and Recovery Act (RCRA)	Provides technical and financial assistance for the development of management plans and facilities for the recovery of energy and other resources from discarded materials and for the safe disposal of discarded materials, and to regulate the management of hazardous waste. RCRA was last reauthorized by the Hazardous and Solid Waste Amendments of 1984. The amendments set deadlines for permit issuance, prohibited the land disposal of many types of hazardous waste without prior treatment, required the use of specific technologies at land disposal facilities, and established a new program regulating underground storage tanks.		ALL	P.L. 94-580	42 U.S.C. 6901
Resource Management Timber Receipts	The 1990 Appropriations Act made excess receipts from timber sales available for support costs of National Forest System programs as follow: 6 percent for trail maintenance, 4 percent for trail construction, 20 percent for wildlife and fish habitat management, 20 percent for soil, water and air management, 5 percent for cultural resource management, 5 percent for wilderness management, 10 percent for reforestation and 30 percent for timber sale administration and management. No excess receipts were generated after 1989 and the balance of this fund was expended in FY	does not expire but there have been no excess receipts generated since 1989; final funds spent in FY 2012.	NFS	P.L. 101-121	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	2012.				
Restoration of National Forest Lands and Improvements Act	Authorizes establishment of a fund for improvement, protection, or rehabilitation of National Forest System lands. This fund receives monies from (a) a forfeiture of a bond or deposit by a permittee or timber purchaser (b) the result of a judgment, compromise, or settlement of any claim, involving present or potential damage to lands or improvements. Funds are available until expended to cover the costs of performing the required work.		NFS	P.L. 85-464	16 U.S.C. 579c
Retention of Receipts, Omnibus Budget Reconciliation Act of 1993	Authorizes the Forest Service to retain 15 percent of certain recreation receipts to defray the costs of collecting those receipts.		NFS	P.L. 103-66	16 U.S.C. 460i-6c, 16 U.S.C. 500, 16 U.S.C. 460

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Rights-of-Way for Highways	Forest highways are generally constructed by the FHWA and then transferred to State ownership and control. This act authorizes appropriate transfer, to States, National Forest System lands for highway rights-of-way.		CIM	P.L. 85-767	23 U.S.C., Sections 107(d), 204(f) and 317
Roads and Trails for States (Ten percent fund)	Act of March 4, 1913, as amended, commonly known as “Ten-percent Roads and Trails”, authorizes 10 percent of all moneys received from the national forests during each fiscal year shall be available to be expended for the construction and maintenance of roads and trails within the national forests in the States from which such proceeds are derived. Annual appropriation acts have amended this Act to allow the Secretary of Agriculture to expend funds without regard to the State in which the amounts were derived.		NFS	P.L. 62-430	16 U.S.C. 501
Roads and Trails for States (10 Percent Fund), transfer to Treasury	The Department of the Interior and Related Agencies Appropriations Act of 2010 directed “That funds becoming available in fiscal year 2010 under the Act of March 4, 1913 (16 U.S.C. 501) shall be transferred to the General Fund of the Treasury and for any other purpose unless the funds are appropriated.”		CIM	P.L. 111-88	16 U.S.C. 501

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Robert S. Kerr Memorial Arboretum and Nature Center	The Act of June 6, 1968 authorizes the Secretary of Agriculture to cooperate with, and receive the cooperation of, agencies, organizations and individuals in the development, administration, and operation of the Robert S. Kerr Memorial Arboretum and Nature Center in the Ouachita National Forest in Arkansas. The Secretary of Agriculture is authorized to accept contributions and gifts to further the purposes of the Act.		NFS	P.L. 90-327	16 U.S.C. 693b-d
Rogue River Conveyance and Improvement Act	Authorizes the Secretary of Agriculture to convey the administrative site for the Rogue River National Forest and use the proceeds for the construction or improvement of offices and support buildings for the Rogue River National Forest and the Bureau of Land Management.		NFS	P.L. 105-282	
Rural Communities Technical Assistance	Starting in FY 1993, the Administrative or General Provisions language of the Interior and Related Agencies Appropriations Act allows employees to interact with and provide technical assistance to rural communities for sustainable rural development outside the boundaries of National Forest System lands.		NFS	P.L. 102-381	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Rural Revitalization Technologies	Authorizes \$5,000,000 in annual appropriations for forestry rural revitalization technologies to: (A) accelerate adoption of technologies using biomass and small-diameter materials; (B) create community-based enterprises through marketing activities and demonstration projects; and (C) establish small-scale business enterprises to make use of biomass and small-diameter materials.	09/30/2018	SPF	P.L. 110-246; P.L. 113-79	7 U.S.C. 6601;
Secure Rural Schools and Community Self-Determination Act of 2000	This Act, originally authorized through FY 2006 as P.L. 106-393, provides choices to counties to either receive a guaranteed level of annual payments for roads and schools and other authorized purposes, as well as funding for specific resource improvement projects on the national forest where the county is located, or to receive payments under the Act of May 23, 1908. The Act was reauthorized through FY 2011 on October 3, 2008 in P.L. 110-343, Division C, Title VI. It was then reauthorized through FY 2012 on July 6, 2012 in P.L. 112-141 with some changes to funding levels, and reauthorized through FY 2013 by P.L. 113-40. Section 524 of P.L. 114-10 reauthorized SRS for two years, with the final payment for FY 2015 being made in January 2016.	09/30/2016	NFS, SPF	P.L. 106-393; P.L. 110-343; P.L. 112-141; P.L. 113-30 P.L. 114-10 GC	16 U.S.C. 500 note; 16 U.S.C. 7101 et seq

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Service First	The Secretaries of the Interior and Agriculture, subject to annual review of Congress, may establish pilot programs involving the land management agencies referred to in this section to conduct projects, planning, permitting, leasing, contracting and other activities, either jointly or on behalf of one another.	9/30/2019	ALL	P.L. 106-291; P.L. 109-54; P.L. 111-8; P.L. 112-74	43 U.S.C. 1701 note
Shasta Trinity Marina Permit Fee Collection	A permit fee for a marina on the Shasta-Trinity National Forest shall be deposited in a special account in the Treasury established for the Secretary of Agriculture, and shall remain available to the Secretary of Agriculture until expended, without further appropriation, for purposes stated in section 808(a)(3)(A-D) of title VIII of division J of Public Law 108-447 (16 U.S.C. 6807), and for direct operating or capital costs associated with the issuance of a marina permit.	9/30/2019	NFS	P.L. 110-161; P.L. 111-88; P.L. 113-76	16 U.S.C. 497; 16 U.S.C. 6807
Sisk Act of 1971	Authorizes cooperation with States and political subdivisions in enforcement of State and local laws on National Forest System lands, and reimbursement of States and political subdivisions for expenditures incurred in such activities.		NFS, SPF	P.L. 92-82	16 U.S.C. 551a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Small Tracts Act of January 12, 1983	Authorizes the sale, exchange, or interchange of National Forest System lands of forty acres or less and of \$150,000 or less in value.		NFS	P.L. 97-465	16 U.S.C. 521d
Soil and Water Resources Conservation Act of 1977	Authorizes cooperation in soil and water resource appraisal and conservation.	12/31/2018	ALL	P.L. 95-192; P.L. 110-246	16 U.S.C. 2008-9
Southern Nevada Public Land Management Act of 1998	Authorizes proceeds from the sale of public lands in Southern Nevada to be used to acquire environmentally sensitive lands in the State of Nevada. Lands acquired that are within the boundaries of a unit of the NFS, become part of that unit.		NFS	P.L. 105-263	
Southwest Forest Health and Wildfire Prevention Act of 2004, Ecological Restoration Institutes	Establishes institutes to demonstrate and promote the use of adaptive ecosystem management to reduce the risk of wildfires, and restore the health of fire-adapted forest and woodland ecosystems of the interior west. If the Secretary determines that an Institute does not qualify for further Federal assistance under this Act, the Institute shall receive no further Federal assistance under this Act until such time as the qualifications of the Institute are reestablished. Authorizes \$15 million annually.		WFM	P.L. 108-317	16 U.S.C. 6701-6707

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
State and Private Forestry Redesign	Allows for a portion of CFAA funds, determined by the Secretary, to be competitively allocated to State Forestry agencies. No new authorization of appropriations.		SPF	P.L. 110-246	16 U.S.C. 2101a and continuing
State-wide Assessment and Strategies for Forest Resources	Authorization of appropriations for State-wide assessment and strategies for forest resources. Authorizes \$10,000,000 in annual appropriations for State-wide assessments of forest resource conditions. Plans must be submitted by May 22, 2010 for a State to be eligible to receive funds under the authorities of the Cooperative Forestry Assistance Act of 1978 (P.L. 95-313), as amended. Additionally, the Secretary may use any other funds made available in the FY 2008 farm bill for planning, not to exceed \$10,000,000 per fiscal year. Annual reports from the States on the use of funds are required.	09/30/2018	SPF	P.L. 110-246	16 U.S.C. 2101a
Stewardship Contracting	Authorizes the Forest Service to enter into stewardship projects via agreement or contract to perform services to achieve land management goals and meet local and rural community needs. The Agricultural Act of 2014 made this authority permanent.	Permanent	NFS	P.L. 108-7; P.L. 113-46; P.L. 113-76; P.L. 113-79	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Terry Peak Land Transfer Act of 1999	Requires the conveyance of certain NFS lands at the Terry Peak Ski Area to the private ski area owners and to utilize the proceeds to acquire more desirable lands for the United States for permanent public use and enjoyment.		NFS	P.L. 106-138	16 U.S.C. 497b; 16 U.S.C. 484a; 16 U.S.C. 521
Texas National Forests Improvement Act of 2000	Authorizes the Secretary of Agriculture to convey certain administrative sites for National Forest System lands in the State of Texas, to convey certain National Forest System land to the New Waverly Gulf Coast Trades Center, and for other purposes.		NFS	P.L. 106-330	16 U.S.C. 484a
The Smokey Bear Act	Authorizes the Secretary of Agriculture to deposit all fees collected under regulations promulgated by the Secretary relating to “Smokey Bear”, into a special Treasury account to be available to further the nationwide forest fire prevention campaign. Most fees deposited under this Act are royalty fees from Smokey Bear character-licensing collection agreements with merchandisers.			P.L. 82-359	16 U.S.C. 580p-2; 18 U.S.C. 711

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
The Woodsy Owl Act	Authorizes the Secretary of Agriculture to deposit all use or royalty fees collected for the manufacture, reproduction, or use of the name or character “Woodsy Owl” and the associated slogan, “Give a Hoot, Don’t Pollute”. The Secretary shall deposit all fees revenue into a special Treasury account, to be available for obligation and expenditure for the purpose of furthering the “Woodsy Owl” campaign to promote the wise use of the environment and programs which foster maintenance and improvement of environmental quality.			P.L. 93-318	16 U.S.C. 580p-3
Thye-Blatnik Act of June 22, 1948, Boundary Water Canoe Area Wilderness	Established the Boundary Waters Canoe Area in the Superior National Forest and subsequently revised the designation and boundaries to the Boundary Waters Canoe Area Wilderness (BWCAW) and Mining Protection Area.		NFS	P.L. 87-351; P.L. 94-384	16 U.S.C. 577h
Thye-Blatnik Act of June 22, 1948, Payments to Minnesota Counties	This Act, commonly known as “Payments to Minnesota Counties”, authorizes annual payments on a fiscal year basis to the State of Minnesota from any national forest receipts not otherwise appropriated, an amount equivalent to three-quarters of 1 percent of the fair appraised value of certain national forest lands specified in the Act, situated in three Minnesota counties (sec. 61.2). Payments under the Act of May 23,		NFS	P.L. 87-351; P.L. 94-384	16 U.S.C. 577g

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	1908 (sec. 60.1 paragraph 1), shall not be applicable to the national forest land to which this Act applies.				
Timber Salvage Sales (authorized by NFMA)	NFMA authorizes the Secretary of Agriculture to require purchasers of salvage timber to make monetary deposits in a designated Treasury fund to cover the costs for sale preparation and administration, and the engineering design and administration of any needed roads necessary for the harvesting of salvage timber. Funds are available until expended.		NFS	P.L. 94-588	16 U.S.C. 472a (h)
Timber Purchaser Elect (authorized by NFMA)	NFMA authorizes the acquisition, construction, and maintenance of National Forest System roads and trails; cooperation with States, counties, and other subdivisions; construction of roads by timber purchasers; and election by timber purchasers to have the Forest Service construct the roads.		NFS	P.L. 94-588	16 U.S.C. 472a

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Timber Roads, Purchaser Election	The Department of the Interior and Related Agencies Appropriations Act of 1999 authorizes small business timber purchasers to elect to pay the Forest Service to construct or reconstruct any permanent roads or bridges required by the timber sale. The timber purchaser must be classified as a small business operator, and the total estimated reconstruction and construction cost in the timber sale contract must exceed \$50,000.		NFS	P.L. 105-277	16 USC 535a
Timber Roads, Purchaser Election Construction Program	The Department of the Interior and Related Agencies Appropriations Act of 2008 authorized the use of \$15,000,000 from current balances of the Purchaser Election Fund for vegetative treatments.		NFS	P.L. 110-161	
Timber Sale Pipeline Restoration Fund	The Department of the Interior and Related Agencies Appropriation Action of 1996 authorized the Secretary of Agriculture to collect and deposit revenues from a specific set of timber sales. The sales, known under the program as first generation sales, had been suspended legally for various environmental reasons and were released under P.L. 104-19, [title II, Sec. 2001(k)], July 27, 1995. The revenues are to be used to prepare timber sales and addressing the backlog of recreation projects. Revenues from the sale of timber prepared using these		NFS	P.L. 104-134	16 U.S.C. 1611 note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	<p>funds are also deposited into this fund and are available for preparation of additional timber sales and recreation backlog projects.</p>				
<p>Timber Sale Pipeline Restoration Fund, Office of General Counsel opinion</p>	<p>Department of the Interior and Related Agencies Appropriations Act of 1996 authorized the Secretary of Agriculture to collect and deposit revenues from a specific set of timber sales (i.e. sales released under P.L. 104-19) to prepare timber sales and address the backlog of recreation projects. The Office of General Counsel Opinion dated December 13, 2002 stated that timber sales under the Timber Pipeline Restoration program must use sales receipts for payments to States before net receipts are deposited into the Timber Sale Pipeline Restoration Fund.</p>		NFS	P.L. 104-134, P.L. 104-19	
<p>Tongass Timber Reform Act of 1990</p>	<p>Established the Tongass Timber Supply Fund with related appropriations to finance the consistent supply of saw timber from the Tongass National Forest to meet the annual market demand as defined in the Act and to use wood products which might otherwise</p>		NFS	P.L. 101-626	16 U.S.C. 539d

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
not be utilized.					
Transfer of funds to BLM for Wild Horse and Burro and Cadastral surveys	Authorization to transfer up to \$10,000,000 from the National Forest Systems appropriation to BLM for removal, preparation, and adoption of excess wild horses and burros from NFS lands, and for cadastral surveys..	Permanent	NFS	P.L. 108-447; P.L. 111-88; P.L. 113-76	
Treasury and General Government Appropriations Act, 2002	Authorizes Federal agencies to receive and use revenue resulting from waste prevention and recycling programs. Such revenue shall be available until expended for the purpose of waste reduction, prevention and recycling. The FS uses this authority for its "Go Green" program in which funds are collected from recycling and can be used to accomplish clean-up activities on the unit.		ALL	P.L. 107-67 Title VI	
Treatment of Contributions of Volunteers	The Forest Service may consider the value of services performed by person who volunteer their services to the Forest Service and who are recruited, trained, and supported by a cooperator as an in-kind contribution of the cooperator for purposes of any cost sharing requirement under any Forest Service authority to enter into mutual benefit agreements.	9/30/2019	ALL	P.L. 113-76	

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Trust Fund Authorization	Section 1321 of Title 31 of the United States Code authorizes Trust Funds.		NFS		31 U.S.C. 1321
U.S. Mining Laws Act of May 10, 1872	This Act governs mining activities for valuable minerals on public domain lands.		ALL		30 U.S.C. 22 and 28
Use and Occupancy Permits Act of 1915	To permit the use and occupancy of areas for the purpose of constructing or maintaining hotels, resorts, summer homes, commercial purposes, and other structures. (Note: There are special provisions under P.L. 99-522 for ski areas).		NFS	P.L. 63-293	16 U.S.C. 497
Use of Funds for Program Information Purposes and for Nonmonetary Awards	Hereafter, any appropriations or funds available to the Forest Service may be used to disseminate program information to private and public individuals and organizations through the use of nonmonetary items of nominal value. This act also provides for nonmonetary awards of nominal value and to incurring of necessary expenses for the nonmonetary recognition of private individuals and organizations making contributions to Forest Service programs.			P.L. 105-277	16 U.S.C. 556h

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
Valles Caldera Preservation Act of July 25, 2000	Authorizes the Valles Caldera Trust to receive and collect funds in support of the management and administration of the Preserve. Pursuant to the 2015 Defense Authorization Act, the Valles Caldera Preserve will be transferred to the management of the National Park Service in FY 2015. Any unobligated balances in the fund after the transfer is complete will be transferred to the Department of the Interior.		NFS	P.L. 106-248	16 U.S.C. 698v-4, 698v-6
Virginia Land Conveyance and Improvement Act	Authorizes the sale or exchange of all or parts of certain administrative sites and other lands in the George Washington National Forest and the Jefferson National Forest. Authorizes the use of sale revenue to acquire a replacement site and to construct on the site suitable improvements for national forest administrative purposes.		NFS	P.L. 105-171	16 U.S.C. 484a
Watershed Restoration and Enhancement Agreements	Appropriations for the Forest Service may be used by the Secretary of Agriculture for the purpose of entering into cooperative agreements with willing Federal, tribal, State and local governments, private and nonprofit entities and landowners for the protection, restoration and enhancement of fish and wildlife habitat, and other resources on public or private land, the reduction of risk from natural disaster where public safety is		ALL	P.L. 105-277 Sec. 323; P.L. 111-11 Sec. 3001	16 U.S.C. 1011 note

Title of the Act or Program	Summary of Authority	Expiration date (if applicable)	Programs Affected	Public Law Citation	USC reference
	threatened, or a combination thereof or both that benefit these resources within the watershed.				
Weeks Act of 1911	Sections 1 and 2 authorize land acquisition for watershed protection and timber production. One of the primary authorities for land acquisition with Land and Water Conservation Fund moneys.		NFS	P.L. 61-435	16 U.S.C. 516, 521b
Wild and Scenic Rivers Act of 1968	Sections 6 and 16 authorize land acquisition, exchange, and donation of land for inclusion in the Wild and Scenic River System.		NFS	P.L. 90-542	16 U.S.C. 1277
Wilderness Act of 1964	Sections 5 and 6 provide authority for acquisition, exchange, and donation of land for inclusion in the Wilderness System.		NFS	P.L. 88-577	16 U.S.C. 1131-1136
Wildfire Suppression Act	Authorizes reciprocal agreements with foreign fire organizations for mutual aid in wildfire protection.		WFM	P.L. 101-11	42 U.S.C. 1856m note
Youth and Conservation Corps activities	Together, the Public Lands Corps Act of 1993 and the Public Lands Corp Healthy Forest Restoration Act of 2005 provide for the conduct of projects that protect forests, and for other purposes by qualified youth or conservation corps up to \$12 million per year.		NFS	P.L. 109-154	16 U.S.C. 1701 - 1730