Congressional Research Service
Informing the legislative debate since 1914

Forest Service Appropriations: Five-Year Data and Trends and FY2017 Budget Request

Updated February 17, 2016

Congressional Research Service
https://crsreports.congress.gov
R43417

CRS REPORT
Prepared for Members and
Committees of Congress

Summary

The Forest Service (FS) is responsible for managing 193 million acres of the National Forest System, as well as for conducting forestry research and providing assistance to state, local, private, and international forest owners. Funding to complete such work is provided through both discretionary and mandatory appropriations.

For FY2016, the FS received $7.065 billion in discretionary and mandatory appropriations. This figure includes funding provided under a $700 million emergency supplemental appropriation for wildfire suppression activities from FY2015. The FY2016 discretionary appropriation was $6.364 billion, more than $1 billion above the five-year average of $5.334 billion. Much of this increase is due to the wildfire supplemental, as well as additional funds provided for FY2016 wildland fire management activities. FS discretionary appropriations are primarily divided among six main accounts: Forest and Rangeland Research (FRR); State and Private Forestry (S&PF); National Forest System (NFS); Capital Improvement and Maintenance (CI&M); Wildland Fire Management (WFM); and the FLAME Wildfire Suppression Reserve account established under the Federal Land Assistance, Management, and Enhancement Act of 2009 (P.L. 111-88). The agency then allocates the appropriations from these accounts among the nine FS regions, five research stations, two service stations and laboratories, and national headquarters. Discretionary appropriations account for an average of 88% of the agency's total FY2012-FY2016 appropriations.

The FS has more than 20 permanent appropriations accounts and 4 trust funds that are mandatory spending. Together, they account, on average, for about 12% of total agency appropriations. Budget authority for these accounts is provided for in authorizing statutes, and for several of the accounts it is dependent on the level of revenue generated by specific activities on the national forests. The FS estimates that FY2016 mandatory spending will be $700.8 million.

For FY2017, the Administration is requesting $5.757 billion in discretionary appropriations for the FS. The request continues a proposal from FY2015 to change wildfire suppression funding by providing access to nearly $1 billion outside of the statutory discretionary limits for emergency purposes. Funding for wildfire management activities in general and suppression activities specifically accounts for an increasing percentage of agency appropriations, which may raise questions about the amount of resources necessary to adequately address wildland fire management issues or about the extent to which wildfire management activities direct agency resources—financial and otherwise—away from other FS statutory obligations.

Contents

Introduction 1
Forest Service Discretionary Appropriations 1
Forest Service Mandatory Appropriations 3
Appropriations Data and Analysis 4
FY2017 Budget Request 10
Conclusion 11

Figures

Figure 1. Forest Service Discretionary and Mandatory Appropriations, FY2012-FY2016 7
Figure 2. Enacted Discretionary Forest Service Appropriations, FY2012-FY2016 8
Figure 3. Forest Service Requested and Enacted Discretionary Appropriations, FY2012-FY2016 9
Figure 4. Difference Between Forest Service Requested and Enacted Discretionary Appropriation, by Major Accounts, FY2012-FY2016 10

Tables

Table 1. Forest Service Total Appropriations, FY2012-FY2016 5
Table 2. Forest Service Enacted Discretionary Appropriations, by Account, FY2012-FY2016 6
Table 3. Forest Service Requested Discretionary Appropriations, FY2012-FY2017, by Account 12
Table 4. Forest Service Requested and Enacted Discretionary Appropriations, FY2012-FY2016, by Account 13

Contacts

Author Information 14

Introduction

The Forest Service (FS) is responsible for managing 193 million acres of the National Forest System,[1] as well as for conducting forestry research and providing assistance to state, local, private, and international forest owners. Funding to complete such work is provided through both discretionary and mandatory appropriations (see **Figure 1**).

Although it is an agency within the U.S. Department of Agriculture, the FS receives its discretionary appropriations through Title III of the regular Interior, Environment, and Related Agencies appropriations bill.[2] In some years, the FS has received additional discretionary monies through supplemental appropriations bills. In addition, continuing appropriations resolutions have been used to maintain funding for the agency when regular appropriations bills have not been enacted before the start of the fiscal year—and in some cases, such as with the FY2015 appropriations measure, to provide full-year funding.[3]

The FS also receives annual mandatory appropriations under existing authorizing statutes. Laws authorizing mandatory appropriations allow the FS to spend money without further action by Congress. The budget authority for several of these mandatory spending accounts is dependent on revenue generated by activities on the national forests. Typically, these laws are permanent—such as the Timber Salvage Sale Fund—but sometimes the authorizations have a sunset date.

This report presents and analyzes the discretionary and mandatory appropriations for the FS over the five years from FY2012 to FY2016. It also includes a section on the President's FY2017 budget request.

Forest Service Discretionary Appropriations

FS discretionary appropriations—which account for 88% of total agency appropriations on average—are primarily divided among six main accounts, described below and listed in the same order as they generally appear in appropriations laws. The Wildland Fire Management and National Forest System accounts together receive nearly 85% of total FS discretionary appropriations (see **Figure 2**). FS budget requests and Interior Appropriations Subcommittee documents typically allocate monies at the account and subaccount levels, and in some cases, among specific programs and activities. Allocations below the account level generally are not addressed in this report.

[1] For more information, see CRS Report R43872, *National Forest System Management: Overview, Appropriations, and Issues for Congress*, by Katie Hoover.

[2] For more information, see CRS Report R44061, *Interior, Environment, and Related Agencies: FY2016 Appropriations*, by Carol Hardy Vincent.

[3] Consolidated and Further Continuing Appropriations Act, 2015 (P.L. 113-235). Additional information on the three types of appropriations measures is contained in CRS Report R42388, *The Congressional Appropriations Process: An Introduction*, by Jessica Tollestrup.

The FS accounts are described briefly below:

- *Forest and Rangeland Research (FRR).* The FRR account funds research and development efforts to provide scientific information and new technologies to support sustainable forest and rangeland management. Over the last five years, this account has averaged approximately 6% of FS discretionary appropriations.
- *State and Private Forestry (S&PF).* The S&PF account funds programs to provide financial and technical assistance to nonfederal forest owners and managers, and to protect communities and the environment from insects, diseases, and invasive plants. S&PF averages approximately 5% of FS discretionary appropriations.[4]
- *National Forest System (NFS).* NFS appropriations fund management of the 193 million acres of national forests and grasslands. This account includes several subaccounts, the largest of which is the Forest Products subaccount, which generally receives just over 20% of the NFS appropriation, and funds the Timber Sales program. The NFS account averaged approximately 28% of the FS discretionary appropriations over the last five years.[5]
- *Capital Improvement and Maintenance (CI&M).* CI&M activities help the FS provide and maintain facilities, roads, trails, and other infrastructure needs. Over the last five years, the CI&M account received approximately 7% of FS discretionary appropriations.
- *Land Acquisition (LA).* LA activities allow the FS to acquire lands for conservation or ownership consolidation purposes. LA activities are funded primarily through the Land and Water Conservation Fund. In addition to this LA account, Congress provides appropriations for two smaller land acquisition accounts. These two appropriations—one for special act land acquisitions and one to complete land exchanges—averaged $1.1 million annually over the last five years. For purposes of this report, those appropriations are included in the LA account. In total, LA received approximately 1% of FS discretionary appropriations on average over the last five years.
- *Wildland Fire Management (WFM) and FLAME Wildfire Suppression Reserve Fund (FLAME).*[6] The WFM account funds activities related to the management of unplanned and unwanted fires, including planning for and suppression of wildfires. The FLAME account was established under the Federal Land Assistance, Management, and Enhancement Act of 2009 for emergency wildfire suppression activities.[7] While FLAME is a separate account from WFM, for purposes of this report, the two accounts are combined. Funding for wildland fire management activities is sometimes provided outside of the regular Interior appropriations bills when there is a need (e.g., a severe fire season). In this

[4] For more information, see CRS Report RL31065, *Forestry Assistance Programs*, by Katie Hoover.

[5] For more information on the National Forest System, see CRS Report R43872, *National Forest System Management: Overview, Appropriations, and Issues for Congress*, by Katie Hoover.

[6] For more information, see CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress*, by Katie Hoover et al.

[7] P.L. 111-88. The Federal Land Assistance, Management, and Enhancement Act (FLAME) also established a separate account for the Department of the Interior (DOI) to fund wildfire management activities on DOI-managed federal lands.

report, these emergency or supplemental appropriations will be reflected in the WFM account. Together, WFM and FLAME appropriations, along with supplemental appropriations, averaged 54% of the FS discretionary appropriation over the last five years.[8]

- *Other.* In addition to the larger accounts listed above, there are several relatively small accounts. They provide appropriations for the range betterment fund; the agency to give or receive gifts, donations, and bequests for research; and management of national forest lands for subsistence uses. Together, these "other" accounts received less than 0.5% of FS discretionary appropriations over the last five years.

The FS allocates the appropriations from these accounts among the nine FS regions, five research stations, two service centers and laboratories, and the national headquarters office in Washington, DC. For most accounts, once the funds have been allocated to the regions, the money is then further allocated to each national forest. Some accounts, however, are managed at a national level. For example, the wildfire suppression account is allocated based on need throughout the wildfire season. This can make analyzing appropriations by region or by forest challenging. Further, FS regions do not follow state boundaries, and many national forests cross state boundaries, which can make analyzing FS appropriations by state challenging. This level of detail is beyond the scope of this report.

Forest Service Mandatory Appropriations

The FS has more than 20 permanent appropriations accounts and 4 trust funds that constitute mandatory spending. Together, they account on average for about 12% of total agency appropriations. Budget authority for these accounts is provided in authorizing laws.[9] For several of these accounts, the budget authority is dependent on the level of receipts received for specific National Forest System activities, and some may even have geographic or programmatic expenditure restrictions. For example, the Timber Sales Pipeline Restoration Fund[10] authorizes the FS to collect a portion of the revenue from a specific set of national forest timber sales. The revenue is available in the FS region where it was generated for preparing future timber sales or conducting recreation projects.

Another example of a permanent appropriation is the Payments to States fund, which consists of several programs that are partially dependent on receipts. More specifically, the Payments to States Act of 1908[11] authorizes the FS to make payments to states—to be distributed to counties—based on a percentage of the revenue generated by activities in the national forests within those counties. The Payments to States fund also consists of payments authorized under the Secure Rural Schools and Community Self-Determination Act of 2000,[12] which are based on a formula dependent in part on historical receipts. The authorization for the Secure Rural Schools Act expired at the end of FY2013, but it was reauthorized in April 2015 (P.L. 114-10). The

[8] For information on WFM and FLAME funding for the FS and the DOI, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Katie Hoover and Kelsi Bracmort.

[9] Forest Service, *FY2017 Budget Justification*, p. 514, http://www.fs.fed.us/aboutus/budget/.

[10] The Timber Sales Pipeline Restoration Fund was established by the Department of Interior and Related Agencies Appropriations Act of 1996 (P.L. 104-134 Title III §327, 110 Stat. 1321-206 and 207).

[11] Act of May 23, 1908, 16 U.S.C §500.

[12] P.L. 106-393, as amended; 16 U.S.C. 7101 et seq. For more information, see CRS Report R41303, *Reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000*, by Katie Hoover.

reauthorization provided a makeup payment to be made in FY2015 for the payment missed during the period the program was expired, as well as a payment to be made in FY2016.

Appropriations Data and Analysis

Forest Service requested and enacted discretionary appropriations and mandatory appropriations for FY2012 through FY2016 are provided in several figures and tables. Specifically,

- **Figure 1** and **Table 1** provide FS total discretionary and mandatory appropriations in current and constant dollars;
- **Figure 2** shows enacted discretionary appropriations by WFM, NFS, and all other FS accounts in current and constant dollars;
- **Figure 3** and **Table 4** (at the end of the report) provide side-by-side comparisons of FS discretionary budget requests and discretionary appropriations;
- **Figure 4** shows the difference between requested and enacted discretionary appropriations by WFM, NFS, and all other FS accounts;
- **Table 2** contains enacted FS discretionary appropriations, listed by account, with five-year change in current and constant dollars; and
- **Table 3** contains FS discretionary budget requests, listed by account.

In FY2016, total FS enacted appropriations (discretionary and mandatory) were $7.065 billion, 25% higher than the FY2012 total appropriation of $5.655 billion (in current dollars, see **Table 1** and **Figure 1**). When adjusted for inflation, total FS appropriations have increased by 17% since FY2012. The FY2016 level was also higher than the five-year average total appropriation of $6.089 billion and is the largest appropriation over the five-year period. The FY2012 appropriation of $5.655 billion in FY2012 was the smallest appropriation over the same period. After FY2012, total FS appropriations increased annually for two years, decreased in FY2015, and then increased in FY2016.[13] On average over the five-year period, FS mandatory spending constituted about 12% of total FS appropriations, or about $755.0 million (see **Table 1**). In FY2016, FS estimates its mandatory spending will be approximately $700.8 million.[14]

From FY2012 to FY2016, FS discretionary appropriations increased 32%, from $4.834 billion in FY2012 to $6.364 billion in FY2016 (in current dollars; see **Table 1**, **Table 2**, and **Figure 2**). Within the five-year period, however, appropriations have been variable. Appropriations increased after FY2012 for two consecutive years until decreasing in FY2015 and then increasing by more than $1 billion in FY2016. Over the five years, FS discretionary appropriations have averaged $5.334 billion in current dollars. All but two of the accounts decreased over this period, although not equally. For example, CI&M appropriations had the largest decline—9% since FY2012—whereas NFS appropriations decreased at a slower rate of 3% over that same time period. In contrast, total WFM appropriations have increased by 71% since FY2012.[15] When

[13] Total agency spending increased in FY2013 over FY2012, despite the sequestration of budget authority as specified by Section 302 of the Budget Control Act (P.L. 112-25, as amended by P.L. 112-240). See CRS Report R42972, *Sequestration as a Budget Enforcement Process: Frequently Asked Questions*, by Megan S. Lynch. FS sequestered budget authority was offset by emergency supplemental funds for wildland fire management, although individual accounts were reduced as specified.

[14] Forest Service, *FY2017 Budget Overview*, http://www.fs.fed.us/aboutus/budget/.

[15] Total WFM appropriations include appropriations to the WFM account, the FLAME account, and the supplemental appropriations enacted for wildfire suppression purposes in FY2013 ($380.0 million), FY2014 ($600.0 million), and FY2016 ($700.0 million).

adjusted for inflation to 2015 dollars, FS total discretionary appropriations have increased by 24% since FY2012 (see **Table 1**, **Table 2**, and **Figure 2**).

In FY2016, the FS requested $5.797 billion in discretionary appropriations (see **Table 3**), 26% more than the FY2012 request in current dollars. When adjusted to constant dollars, the overall FS budget request for FY2016 was 18% more than the FY2012 request. Although total budget requests appear to have exceeded the pace of inflation, there are some variances at the account level.[16] The "FY2017 Budget Request" section contains more information on the agency's budget requests.

The distribution of FS discretionary appropriations among the WFM accounts, the NFS account, and the total of the remaining accounts is provided in **Figure 2**. The WFM appropriation has a five-year average of $2.892 billion in current dollars, ranging from a low of $2.290 billion in FY2012 to a high of $3.909 billion in FY2016. The FY2016 WFM appropriation is the largest appropriation going back to at least FY2004. On average over the last five years, the WFM accounts have received 54% of the total FS discretionary appropriation. They account for 61% of FS discretionary appropriations in FY2016. The next-largest account, NFS, received on average $1.502 billion, or 28% of the total FS discretionary appropriation. The FY2013 NFS appropriation of $1.455 billion included post-sequester reductions. The FY2016 appropriation of $1.509 billion (24% of FS discretionary appropriations) is a slight increase from the FY2015 appropriation of $1.494 billion.

Table 1. Forest Service Total Appropriations, FY2012-FY2016

(dollars in millions)

	FY2012	FY2013	FY2014	FY2015	FY2016	5-Year Average Current Dollars	5-Year Change Current Dollars (% Change)	5-Year Change Constant 2015 Dollars (% Change)
Discretionary	4,834.3	4,936.7	5,479.6	5,056.2	6,364.3[a]	5,334.2	1,530.1 (32%)	1,196.1 (24%)
Mandatory[b]	820.7	762.5	635.7	855.4	700.8	755.0	-119.9 (-15%)	-170.6 (-20%)
TOTAL	**5,654.9**	**5,699.2**	**6,115.4**	**5,911.7**	**7,065.1**	**6,089.3**	**1,410.2 (25%)**	**1,025.5 (17%)**

Source: Discretionary figures in this table were derived from detailed funding tables prepared by the House Committee on Appropriations. Mandatory figures were derived from the annual Forest Service Budget Justifications. Current dollars were adjusted to constant 2015 dollars using the gross domestic product (GDP) Chained Price Index listed in table 10.1 published by the Office of Management and Budget (OMB) at https://www.whitehouse.gov/omb/budget/Historicals.

a. The FY2016 discretionary enacted figure includes $700 million in emergency wildfire suppression funds that were appropriated to the Forest Service in P.L. 114-53.

b. FY2016 mandatory appropriations are estimates and will be updated when final figures become available. Forest Service, *FY2017 Budget Overview*, at http://www.fs.fed.us/aboutus/budget/.

[16] Current dollars were adjusted to constant 2015 dollars using the gross domestic product price (GDP) Chained Price Index listed in table 10.1 published by the Office of Management and Budget at http://www.whitehouse.gov/omb/budget/Historicals.

Table 2. Forest Service Enacted Discretionary Appropriations, by Account, FY2012-FY2016

(dollars in millions)

Accounts	FY2012	FY2013 [a]	FY2014	FY2015	FY2016	5-Year Average Current Dollars	5-Year Change Current Dollars (% Change)	5-Year Change Constant 2015 Dollars[b] (% Change)
FRR	295.3	279.9	292.8	296.0	291.0	291.0	-4.3 (-1%)	-23.2 (-7%)
S&PF	252.9	239.7	230.0	232.7	237.0	238.5	-15.9 (-6%)	-32.0 (-12%)
NFS	1,554.1	1,455.3	1,496.3	1,494.3	1,509.4	1,501.9	-44.8 (-3%)	-143.8 (-9%)
CI&M	382.1	358.5[c]	333.0	343.4	348.2	353.0	-33.9 (-9%)	-57.9 (-14%)
LA	53.7	50.7	44.7	48.7	64.6	52.5	10.9 (20%)	7.3 (13%)
WFM[d]	2,290.2	2,547.8	3,077.3	2,636.4	3,909.3	2,892.2	1,619.1 (71%)	1,446.9 (60%)
Other	5.9	4.9	5.5	4.9	4.9	5.2	-1.0 (-17%)	-1.4 (-22%)
Total	**4,834.3**	**4,936.7**	**5,479.6**	**5,056.2**	**6,364.3**	**5,334.2**	**1,530.1 (32%)**	**1,196.1 (24%)**
% Wildfire	47%	52%	56%	52%	61%	54%	—	—
% Non-Wildfire	53%	48%	44%	48%	39%	46%	—	—

Source: Information in this table is derived from detailed funding tables prepared by the House Committee on Appropriations.

Notes: Figures in columns may not sum to totals indicated due to rounding. Figures generally reflect supplemental appropriations and rescissions, but do not reflect scorekeeping adjustments. The account abbreviations are: FRR = Forest and Rangeland Research; S&PF = State and Private Forestry; NFS = National Forest System; CI&M = Capital Improvement and Maintenance; LA = Land Acquisition; and WFM = Wildland Fire Management.

a. FY2013 enacted figures reflect post-sequester appropriations.

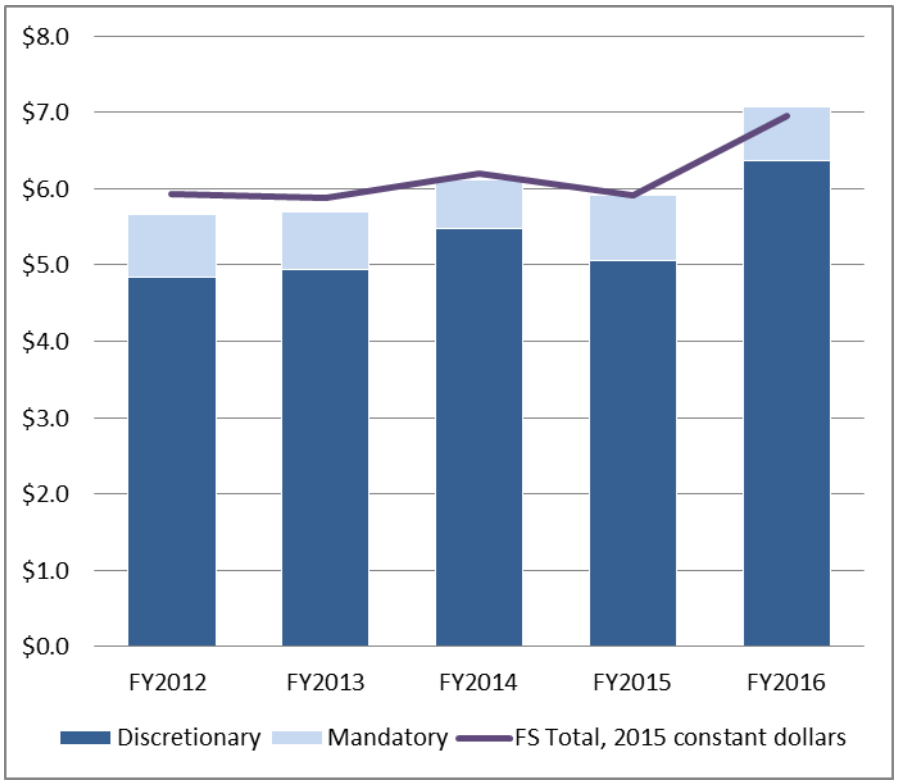
b. Current dollars adjusted to constant 2015 dollars using the GDP Chained Price Index listed in table 10.1 published by OMB at https://www.whitehouse.gov/omb/budget/Historicals.

c. This figure includes $4.2 million for CI&M enacted by P.L. 113-2, Disaster Relief Appropriations Act, 2013, which was not reflected in the detailed funding tables.

d. This includes appropriations to the FS WFM and FLAME wildfire suppression reserve fund accounts, as well as any supplemental or emergency funds provided for wildland fire purposes, including, for example, the $700 million provided as emergency funding for wildfire suppression in the FY2016 Continuing Resolution (P.L. 114-53). For total WFM appropriations, including DOI, see CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress* and CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Katie Hoover and Kelsi Bracmort.

Figure 1. Forest Service Discretionary and Mandatory Appropriations, FY2012-FY2016

(current and 2015 constant dollars, in billions)

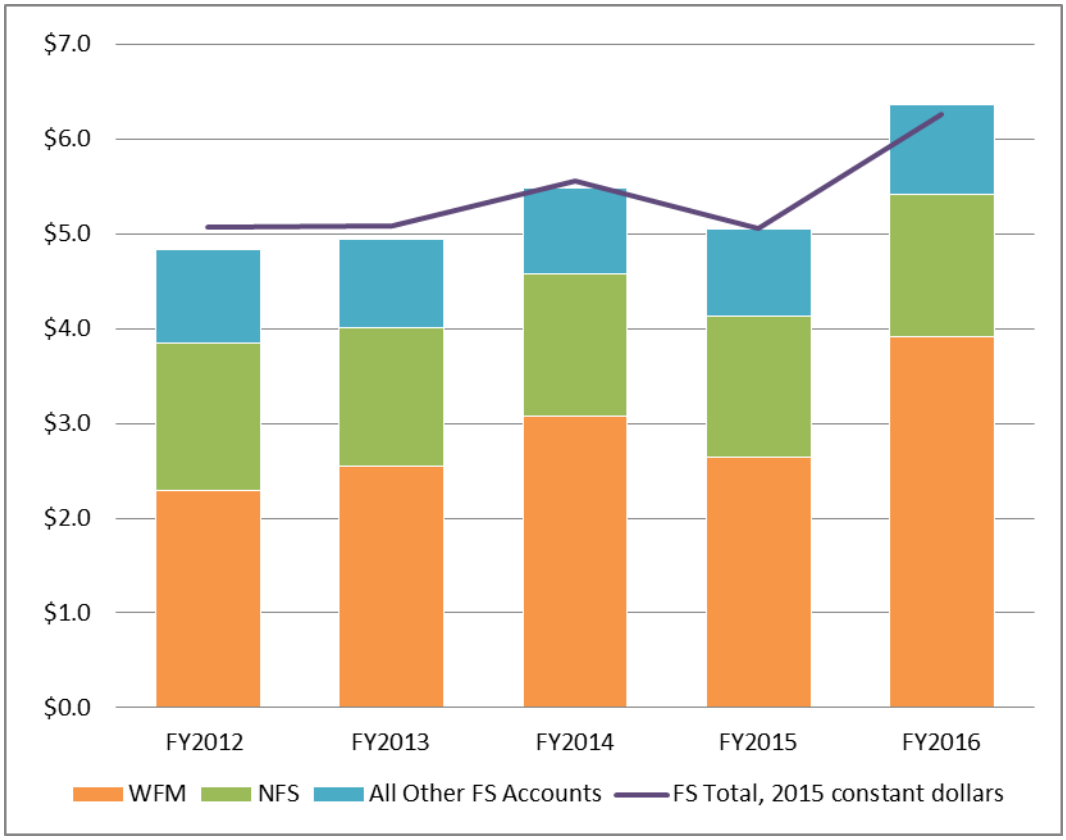


Source: CRS. Data compiled from detailed funding tables prepared by the House Committee on Appropriations.

Notes: Data shown in columns are presented in current dollars; line reflects total Forest Service appropriations adjusted to 2015 constant dollars. Current dollars adjusted to constant 2015 dollars using the GDP Chained Price Index listed in table 10.1 published by OMB at http://www.whitehouse.gov/omb/budget/Historicals.

Figure 2. Enacted Discretionary Forest Service Appropriations, FY2012-FY2016

(current and 2015 constant dollars, in billions)

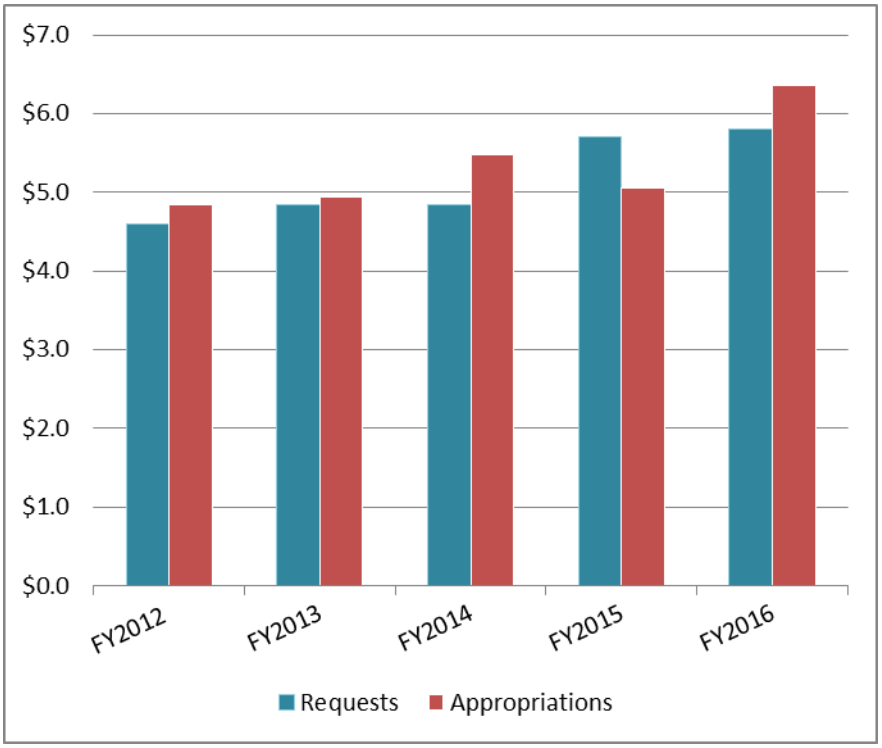


Source: CRS. Data compiled from detailed funding tables prepared by the House Committee on Appropriations.

Notes: Data shown in columns presented in current dollars; line reflects total Forest Service discretionary appropriations adjusted to 2015 constant dollars. Current dollars adjusted to constant 2015 dollars using the GDP Chained Price Index listed in table 10.1 published by OMB at http://www.whitehouse.gov/omb/budget/Historicals.

Figure 3. Forest Service Requested and Enacted Discretionary Appropriations, FY2012-FY2016

(current dollars in billions)



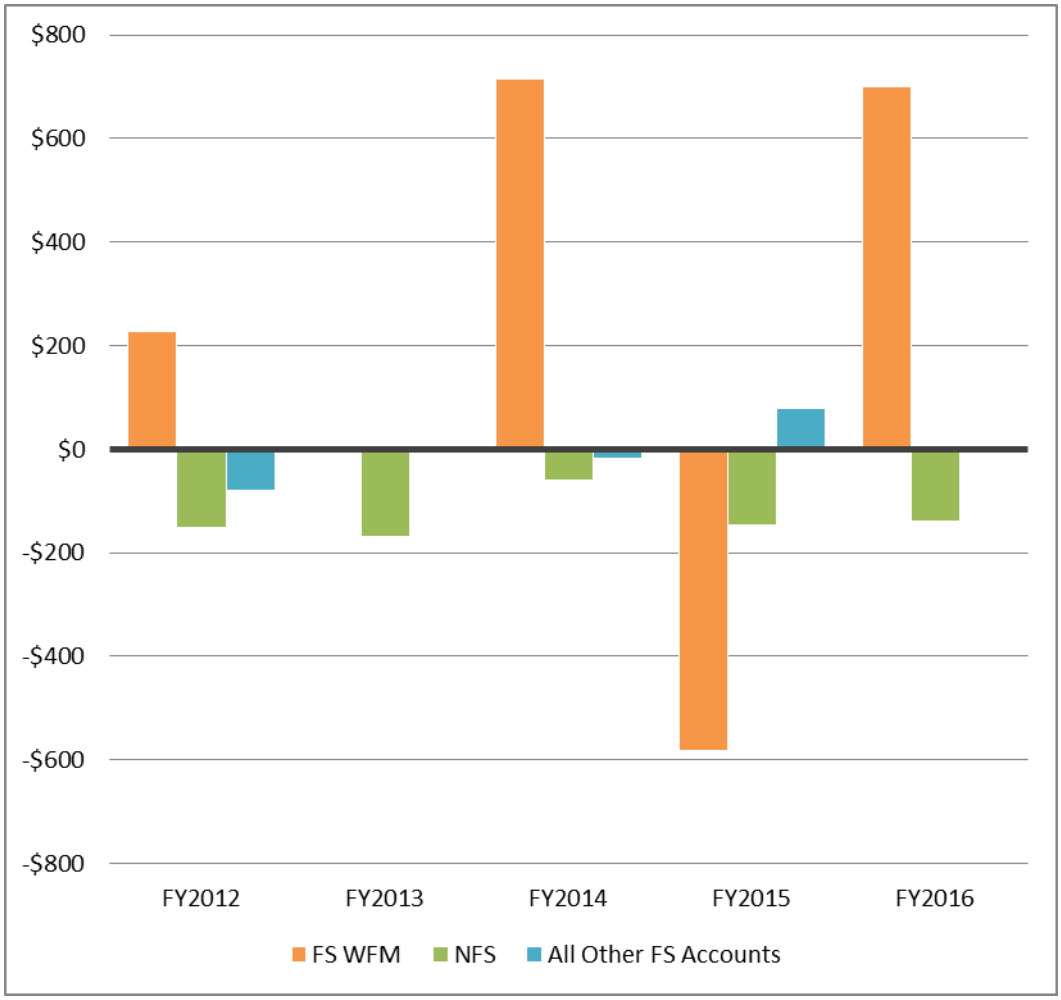
Source: CRS. Data compiled from detailed funding tables prepared by the House Committee on Appropriations and annual Forest Service budget justifications.

Requested and Enacted Appropriations Comparisons

The difference between the Administration's requested appropriations and the enacted appropriations for a fiscal year may reflect many factors, including differing Administration and congressional priorities and budgetary directives; supplemental appropriations enacted to address emergency wildfire suppression needs; or account restructuring. Total enacted appropriations for the FS exceeded the amount requested four out of the last five years: in FY2012, FY2013, FY2014, and FY2016. However, enacted appropriations were less than the amount the FS requested in FY2015 (see **Table 4** and **Figure 3**). At the account level, however, the trend was more variable (**Figure 4**). For example, the enacted appropriation was less than the amount requested for the NFS account for all five years and for all other FS accounts combined for three out of the five years, but that trend was not observed for WFM. The varied differences between the enacted and requested appropriations for WFM may be attributable to the enactment of supplemental appropriations (e.g., $700 million in FY2016 and $600 million in FY2014) or to account restructuring proposals (e.g., in FY2015 and FY2016).

Figure 4. Difference Between Forest Service Requested and Enacted Discretionary Appropriation, by Major Accounts, FY2012-FY2016

(dollars in millions)



Source: CRS.

Notes: When the column extends above the $0 horizontal axis, the enacted appropriation was greater than the requested amount. When the column extends below the $0 horizontal axis, the enacted appropriation was less than the requested amount. WFM data include regular and any type of supplemental appropriation to the WFM account as well as appropriations to the FLAME reserve account.

FY2017 Budget Request

For FY2017, the Administration is requesting $5.757 billion in discretionary appropriations for the FS (see **Table 3**). The FY2017 request is $40.0 million below the FY2016 request and $606.9 million below the FY2016 enacted discretionary appropriation.

Starting in FY2015 and continuing in FY2017, the FS has proposed a new funding mechanism for wildfire suppression activities, which included eliminating the FLAME reserve account. Therefore, the FS did not request an appropriation to the FLAME reserve account. For FY2017, the FS is requesting $2.451 billion for WFM. In addition, it is requesting up to $864.1 million to be available in FY2017 upon request for emergency suppression operations (for a total of $3.315 billion). As part of the proposal, any funds for emergency suppression operations up to the

maximum $864.1 million would be provided as an adjustment to the statutory discretionary limits established in the Balanced Budget and Emergency Deficit Control Act of 1985.[17] Similar legislative proposals have been introduced in the 114th Congress (H.R. 167 and S. 235).[18]

Conclusion

Overall agency appropriations for the FS increased in FY2016 after decreasing in FY2015. However, funds provided for wildfire management (supplemental and regular appropriations) are responsible for much of the observed differences. Funding for many of the other FS accounts has decreased. Furthermore, funding for wildfire management activities accounts for an increasing percentage of agency appropriations, which may raise questions about the amount of funding necessary to adequately address wildland fire management issues or about the extent to which wildfire management activities direct agency resources—financial and otherwise—away from other FS statutory obligations.

[17] P.L. 99-177, Title II, 2 U.S.C. 900-922, as amended by the Budget Control Act of 2011. More information on the proposal is available to congressional clients as a CRS congressional distribution memorandum upon request.

[18] For more information, see CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress*, by Katie Hoover et al.

Table 3. Forest Service Requested Discretionary Appropriations, FY2012-FY2017, by Account

(dollars in millions)

Accounts	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017
FRR	295.8	292.8	310.2	275.3	292.0	292.0
S&PF	341.6	250.7	240.0	229.5	236.6	234.0
NFS	1,704.5	1,623.6	1,556.7	1,640.5	1,648.3	1,501.0
CI&M	337.9	334.4	310.8	288.3	341.9	343.3
LA	90.0	59.1	59.1	52.2	65.2	66.8
WFM[a]	1,830.9	2,286.4	2,361.7	3,219.1	3,208.6	3,315.5
Other	4.5	2.4	3.0	2.4	4.8	4.8
Total	**4,605.2**	**4,849.4**	**4,841.5**	**5,707.2**	**5,797.4**	**5,757.4**
% Wildfire	39.8%	47%	49%	56%	55%	58%
% Non-Wildfire	60.2%	53%	51%	44%	45%	42%

Source: Information in this table is derived from detailed funding tables prepared by the House Committee on Appropriations and Forest Service, *FY2017 Budget Justification*, http://www.fs.fed.us/aboutus/budget/.

Notes: Figures in columns may not sum to totals indicated due to rounding. Figures generally reflect the Administration's initial budget submissions to Congress and do not include any subsequent adjustments to the request. The account abbreviations are as follows: FRR = Forest and Rangeland Research; S&PF = State and Private Forestry; NFS = National Forest System; CI&M = Capital Improvement and Maintenance; LA = Land Acquisition; and WFM = Wildland Fire Management and FLAME.

a. For FY2012-FY2014, this figure includes the requested appropriations for the FS WFM account and FS FLAME wildfire suppression reserve account. Starting in FY2015, this figure reflects the WFM request plus the requested adjustment. For information on the proposal, see Forest Service, *FY2017 Budget Justification*, p. 267, http://www.fs.fed.us/about-agency/budget-performance. For total WFM and FLAME appropriations, including DOI appropriations, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Katie Hoover and Kelsi Bracmort.

Table 4. Forest Service Requested and Enacted Discretionary Appropriations, FY2012-FY2016, by Account

(dollars in millions)

Accounts	FY2012		FY2013[a]		FY2014		FY2015		FY2016	
	Requested	Enacted	Requested	Enacted	Requested	Enacted	Requested	Enacted	Requested	Enacted
FRR	295.8	295.3	292.8	279.9	310.2	292.8	275.3	296.0	292.0	291.0
S&PF	341.6	252.9	250.7	239.7	240.0	230.0	229.5	232.7	236.6	237.0
NFS	1,704.5	1,554.1	1,623.6	1,455.3	1,556.7	1,496.3	1,640.5	1,494.3	1,648.3	1,509.4
CI&M	337.9	382.1	334.4	358.5[b]	310.8	333.0	288.3	343.4	341.9	348.2
LA	91.2	53.7	59.1	50.7	59.1	44.7	52.2	48.7	65.2	64.6
WFM[c]	1,830.9	2,290.2	2,286.4	2,547.7	2,361.7	3,077.3	3,219.1	2,636.4	3,208.6	3,086.3
Other	3.3	5.9	2.4	4.9	3.0	5.5	2.4	4.9	4.8	4.9
Total	**4,605.2[d]**	**4,834.3**	**4,849.4**	**4,936.7**	**4,841.5**	**5,479.6**	**5,707.2**	**5,056.2**	**5,797.4**	**6,364.3**
Difference		**229.1**		**87.3**		**638.1**		**-651.0**		**566.9**

Source: Information in this table is derived from detailed funding tables prepared by the House Committee on Appropriations.

Notes: The difference was calculated by subtracting the requested from the enacted appropriation (therefore, a negative number in this row would indicate that the enacted amount was less than the requested amount for that fiscal year). Figures in columns may not result in totals indicated due to rounding. Figures generally reflect supplemental appropriations and rescissions, but do not reflect scorekeeping adjustments. The account abbreviations are as follows: FRR = Forest and Rangeland Research; S&PF = State and Private Forestry; NFS = National Forest System; CI&M = Capital Improvement and Maintenance; LA = Land Acquisition; and WFM = Wildland Fire Management.

a. FY2013 enacted figures reflect post-sequester appropriations.

b. This figure includes $4.2 million for CI&M enacted by P.L. 113-2, Disaster Relief Appropriations Act, 2013, which was not reflected in the detailed funding tables.

c. This includes FS WFM appropriations; emergency, supplemental, or additional appropriations enacted for wildland fire management purposes; and appropriations for the FS FLAME wildfire suppression reserve fund account. For total WFM appropriations, including DOI, see CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress*, by Katie Hoover et al., and CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Katie Hoover and Kelsi Bracmort.

d. This total does not include $328.0 million requested for the Payments to Communities program as a new proposed discretionary account, which was reauthorized as mandatory spending. Including the $328.0 million, the total requested amount was $4,933.2 million, and the difference between the enacted and requested appropriation was $339.0 million.

Author Information

Katie Hoover
Specialist in Natural Resources Policy

Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS's institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.