

March 1996

# LAND OWNERSHIP

## Information on the Acreage, Management, and Use of Federal and Other Lands







United States  
General Accounting Office  
Washington, D.C. 20548

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Resources, Community, and  
Economic Development Division

B-270582

March 13, 1996

The Honorable Don Young  
Chairman, Committee on Resources  
House of Representatives

The Honorable Richard Pombo  
House of Representatives

Over the years, the Congress has discussed the federal government's ownership, management, and use of lands in the United States, as well as the effects of federal (primarily environmental) regulations on the use of both public and nonfederal lands. In response to your request for information on these topics, we reported to you in January 1995 on changes in the amount of federally owned land and in the acreage managed for conservation.<sup>1</sup>

As you requested, this report updates our earlier work through September 1994 with the latest data available. Specifically, it provides information on changes in (1) the ownership of the lands managed by the four primary federal land management agencies—the U.S. Department of Agriculture's Forest Service and the Department of the Interior's Bureau of Land Management, Fish and Wildlife Service, and National Park Service—from June 1964 through September 1994 and (2) the number of acres managed for conservation. This report also includes information on the (1) nonfederal acreage that is subject to federal rights-of-use such as easements and leases, (2) acreage held in trust for Indians, (3) acreage owned by 13 selected western states,<sup>2</sup> and (4) acreage involved in the land transactions of three nonprofit organizations—the Nature Conservancy, The Conservation Fund, and The Trust for Public Land.<sup>3</sup> Appendix I contains, among other things, supplemental information on (1) the means by which the four federal agencies acquired acreage and their plans for acquiring additional acreage, (2) federal acreage where hunting is not allowed, and (3) nonfederal acreage affected by selected environmental regulations.

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<sup>1</sup>Federal Lands: Information on Land Owned and on Acreage With Conservation Restrictions (GAO/RCED-95-73FS, Jan. 30, 1995).

<sup>2</sup>We selected 12 western states—Alaska, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming—because the federal government owns at least 25 percent of the acreage in each of these states. In addition, you asked us to include Texas.

<sup>3</sup>We selected these three organizations because they were the nonprofit organizations that transferred the most acreage to one or more of the four federal land management agencies during the 1990s.

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## Results in Brief

Data from the four major federal land management agencies show that the total acreage under their management decreased from about 700.8 million acres to about 622.8 million acres between June 1964 and September 1994. Of the 622.8 million acres, about 272 million acres (43.7 percent) were managed primarily for conservation and thus had some limitations on their use.

Information on the acreage subject to federal rights-of-use, held in trust for Indians, owned by states, and involved in the land transactions of selected nonprofit organizations showed the following:

- As of September 1994, the federal government had obtained rights-of-use for about 3 million acres of nonfederal land.
- The federal government held about 52.3 million acres in trust for individual Indians and Indian tribes in 1995.
- Thirteen western states collectively owned about 142 million acres.
- The three nonprofit organizations transferred (by selling, donating, or exchanging) about 3.2 million acres to other public and private entities between 1964 and September 1994.

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## Background

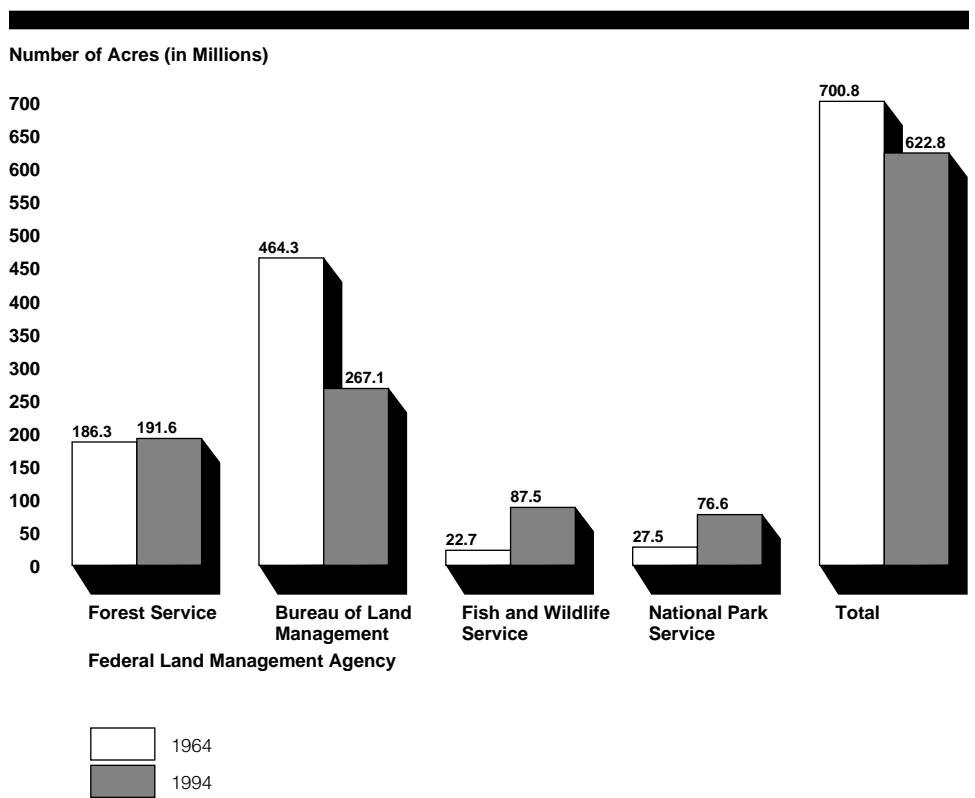
The federal government owns about 30 percent of the nation's total surface area (about 650 million acres). Four major federal land management agencies—the Forest Service, Bureau of Land Management, Fish and Wildlife Service, and National Park Service—are responsible for managing about 95 percent of these lands. The Department of Defense manages most of the remainder.

Each of the four major federal land management agencies manages its lands and the resources they contain on the basis of its mission and responsibilities. The Forest Service and the Bureau of Land Management manage lands for a variety of uses, including recreation, timber harvesting, livestock grazing, oil and gas production, mining, and wilderness protection. The Fish and Wildlife Service manages lands primarily to conserve and protect fish and wildlife and their habitat, although other uses, such as hunting and fishing, are allowed when they are compatible with the primary purposes for which the lands are managed. The National Park Service manages lands to conserve, preserve, protect, and interpret the nation's natural, cultural, and historic resources.

## Federal Acreage and Acreage Managed for Conservation

The acreage managed by the four major federal land management agencies decreased by 78 million acres, from about 700.8 million acres to about 622.8 million acres, between June 30, 1964, and September 30, 1994. The change in the total number of acres managed by the four land management agencies during this 30-year period is shown in figure 1.

**Figure 1: Acreage Managed by the Four Federal Agencies, Fiscal Years 1964 and 1994**



As we reported earlier, the overall decrease in the number of acres managed during this period occurred because a significant number of the acres managed by the Bureau of Land Management were transferred to other federal land management agencies, to Alaska, and to Native Alaskans. The number of acres managed by the Forest Service, Fish and Wildlife Service, and National Park Service increased, while the number of acres managed by the Bureau of Land Management decreased. In total, the

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acreage managed by the four agencies as of September 30, 1994, represented about 26.6 percent of the nation's acreage.

The acreage managed by these agencies increased over the 30-year period in 46 states and decreased in 4 states. Figure 2 shows the percentage change in the acreage managed by the four agencies, by state, between mid-1964 and September 30, 1994. Appendix I provides data on the acreage managed by each of the four agencies, by state, as of mid-1964 and September 30, 1994.



Over the period, the number of acres managed by the four agencies primarily for conservation increased from about 66 million acres to about 272 million acres. This total includes all of the lands managed by the Fish and Wildlife Service and National Park Service, as well as portions of the lands managed by the Forest Service and Bureau of Land Management. Table 1 provides information on the number of acres and the percentage of federal acreage managed for conservation as of June 30, 1964, and September 30, 1994. Tables I.3 through I.5 in appendix I provide more detailed information on the federal acreage managed for conservation.

**Table 1: Number and Percentage of Acres Managed for Conservation by the Four Federal Agencies, Fiscal Years 1964 and 1994**

	Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service	Total
<b>1964</b>					
Total acreage managed	186,274,576	464,346,607	22,650,737	27,493,836	<b>700,765,756</b>
Conservation acreage	16,018,661	628	22,650,737	27,493,836	<b>66,163,862</b>
Percent managed for conservation	8.60	<sup>a</sup>	100.00	100.00	<b>9.44</b>
<b>1994</b>					
Total acreage managed	191,573,857	267,102,376	87,487,290	76,588,003	<b>622,751,526</b>
Conservation acreage	49,893,688	58,165,321	87,487,290	76,588,003	<b>272,134,302</b>
Percent managed for conservation	26.04	21.78	100.00	100.00	<b>43.70</b>

<sup>a</sup>Less than 0.005 percent.

Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

## Acreage Included in Federal Rights-of-Use, Held in Trust for Indians, Owned by States, and Involved in Nonprofits' Land Transactions

As of September 30, 1994, the four federal agencies had obtained rights-of-use to over 3 million acres of nonfederal land through leases, agreements, permits, and easements. Generally, these rights-of-use are obtained from owners of nonfederal lands to support the management of adjacent federal lands. For example, easements can be obtained to provide members of the public with access to federal lands. Table 2 summarizes the acreage associated with the various rights-of-use obtained by these agencies. Tables I.9 through I.12 in appendix I provide details on the number of acres to which each agency has obtained rights-of-use in each state.



**Table 2: Nonfederal Acres for Which the Four Federal Agencies Had Rights-of-Use as of September 30, 1994**

Acreage	Type of right-of-use				Total
	Leases	Agreements	Permits	Easements	
Number of acres	171,244	642,200	66,965	2,120,291	3,000,700
Percentage of acres	5.7	21.4	2.2	70.7	100.0

Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

In addition, other lands are held in trust for Indians, are owned by states, and have been acquired and subsequently transferred to others by nonprofit organizations, as the following data show:

- Lands held in trust by the federal government for individual Indians and Indian tribes totaled about 52.3 million acres in 1995. These lands were located in 33 states. Table II.1 in appendix II provides data on the number of acres held in trust in each of the 33 states where Indian lands are located.
- Thirteen western states collectively owned about 141.9 million acres as of September 30, 1994. Table III.1 in appendix III shows the acreage owned by each of the 13 states.

Collectively, from July 1964 through September 1994, three nonprofit organizations—the Nature Conservancy, The Conservation Fund, and The Trust for Public Land—transferred about 3.2 million acres to others from their holdings through sales, donations, and exchanges. Table 3 shows the acreage involved in each organization's land transactions. More detailed information on the land transactions of these organizations is contained in appendix IV.

**Table 3: Acreage Involved in the Land Transactions of Three Major Nonprofit Organizations Between July 1, 1964, and September 30, 1994**

Nonprofit organization	July 1, 1964	July 1, 1964, to September 30, 1994		September 30, 1994
	Acres on hand	Acres acquired	Acres transferred	Acres on hand
The Nature Conservancy	69,424	3,051,730	2,495,366	625,788
The Conservation Fund	0 <sup>a</sup>	159,804 <sup>a</sup>	85,282	74,522
The Trust for Public Land	0 <sup>b</sup>	606,883 <sup>b</sup>	585,205	21,678

<sup>a</sup>The Conservation Fund was incorporated on March 8, 1985; it had no acres on hand at that time.

<sup>b</sup>The Trust for Public Land was incorporated on May 5, 1972; it had no acres on hand at that time.

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## Agencies' Comments and Our Evaluation

The Department of the Interior's Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs and the U.S. Department of Agriculture's Forest Service provided oral comments on a draft of this report. Generally, the agencies agreed that the information provided in the report was accurate. On the basis of their comments, we incorporated technical corrections and clarifying information into this report where appropriate.

Fish and Wildlife Service officials told us that the vast majority of the increase in that agency's acreage from 1964 to 1994 resulted from additions to the national wildlife refuge system in Alaska. These lands were transferred from the Bureau of Land Management upon enactment of the Alaska National Interest Lands Conservation Act. We refer in appendix I to two major land transfers from the Bureau of Land Management to the Fish and Wildlife Service that expanded the national wildlife refuge system in Alaska.

The Chief of the National Park Service's Land Resources Division commented that the Service does not increase the acreage of the National Park System; that is done by the Congress or by presidential proclamation. We have included this information in appendix I.

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We performed our work from February 1995 through February 1996 in accordance with generally accepted government auditing standards. We did not independently verify the data provided by the various agencies, states, and organizations. A complete discussion of our objectives, scope, and methodology is contained in appendix V.

As requested, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days after the date of this letter. At that time, we will make copies available to interested congressional committees and Members of Congress; the Secretaries of Agriculture and the Interior; Interior's Assistant Secretary, Indian Affairs; the Chief of the Forest Service; the Directors of the Bureau of Land Management, Fish and Wildlife Service, and National Park Service; the Director, Office of Management and Budget; and other interested parties. We will also provide copies to others upon request.

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Please call me at (202) 512-3841 if you or your staff have any questions about this report. Major contributors to this report are listed in appendix VI.

A handwritten signature in black ink, appearing to read "Victor S. Rezendes". The signature is fluid and cursive, with the first name being the most prominent.

Victor S. Rezendes  
Director, Energy, Resources,  
and Science Issues

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# Changes in Acreage and Use of Lands Managed by Four Federal Agencies

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This appendix provides information on changes in federal land ownership and on the percentage of each state's acreage managed by the four major federal land management agencies. In addition, it provides information on the federal acreage managed for conservation, acreage acquired by the four agencies between June 30, 1964, and September 30, 1994, and acreage the agencies plan to acquire in future years. It also provides information on the federal acreage where hunting and other activities are not allowed, nonfederal acreage for which the agencies have obtained rights-of-use, and nonfederal acreage affected by selected environmental regulations.

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## Changes in Federal Land Ownership

The acreage managed by the four federal land management agencies decreased by 78 million acres during the 30-year period. Table I.1 shows the changes in the acreage managed by the four federal agencies.



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**Appendix I**  
**Changes in Acreage and Use of Lands**  
**Managed by Four Federal Agencies**

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**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

**Table I.1: Changes in the Federal Acreage Managed by the Four Federal Agencies, by State, Fiscal Years 1964 and 1994**

State	Number of acres managed					
	Forest Service			Bureau of Land Management		
	1964	1994	Increase (decrease)	1964	1994	Increase (decrease) <sup>a</sup>
Alabama	631,542	662,755	31,213	1,971	110,963	108,992
Alaska	20,741,964	22,053,445	1,311,481	288,541,188	88,296,012	(200,245,176)
Arizona	11,410,808	11,250,006	(160,802)	13,034,217	14,257,940	1,223,723
Arkansas	2,423,425	2,551,017	127,592	2,074	291,166	289,092
California	19,970,522	20,625,419	654,897	15,616,779	17,301,768	1,684,989
Colorado	14,330,694	14,495,948	165,254	8,311,968	8,303,010	(8,958)
Connecticut	0	24	24	0	0	0
Delaware	0	0	0	0	0	0
Florida	1,075,089	1,136,990	61,901	1,423	25,277	23,854
Georgia	786,784	864,063	77,279	0	0	0
Hawaii	0	1	1	0	0	0
Idaho	20,345,861	20,447,140	101,279	12,310,977	11,845,472	(465,505)
Illinois	211,554	272,492	60,938	0	227	227
Indiana	125,890	193,036	67,146	0	0	0
Iowa	360	0	(360)	0	378	378
Kansas	107,114	108,175	1,061	1,297	9	(1,288)
Kentucky	460,693	684,454	223,761	0	0	0
Louisiana	591,637	603,288	11,651	7,288	309,611	302,323
Maine	50,023	53,040	3,017	0	0	0
Maryland	0	0	0	0	0	0
Massachusetts	1,651	0	(1,651)	0	0	0
Michigan	2,579,834	2,853,950	274,116	5,946	74,854	68,908
Minnesota	2,770,352	2,826,931	56,579	40,732	151,255	110,523
Mississippi	1,134,006	1,155,613	21,607	2,227	57,211	54,984
Missouri	1,372,081	1,490,087	118,006	323	2,321	1,998
Montana	16,637,813	16,868,073	230,260	8,262,282	8,075,850	(186,432)
Nebraska	339,716	352,133	12,417	6,058	7,493	1,435
Nevada	5,058,500	5,813,980	755,480	47,194,741	47,959,301	764,560
New Hampshire	678,104	723,296	45,192	0	0	0
New Jersey	0	0	0	0	0	0
New Mexico	9,086,505	9,326,582	240,077	13,826,454	12,890,539	(935,915)
New York	13,747	13,750	3	0	0	0
North Carolina	1,125,196	1,240,781	115,585	0	0	0
North Dakota	1,104,850	1,105,779	929	77,070	61,377	(15,693)

**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

**Number of acres managed**

Fish and Wildlife Service			National Park Service			Total change in acreage
1964	1994	Increase (decrease)	1964	1994	Increase (decrease)	
9,047	16,392	7,345	9,169	11,501	2,332	149,882
18,634,685	76,321,982	57,687,297	7,797,255	52,203,556	44,406,301	(96,840,097)
6,977	1,673,906	1,666,929	2,474,249	2,692,176	217,927	2,947,777
123,899	300,899	177,000	7,915	102,983	95,068	688,752
58,188	242,034	183,846	4,496,680	4,844,421	347,741	2,871,473
19,937	63,910	43,973	566,654	592,247	25,593	225,862
0	342	342	972	6,393	5,421	5,787
15,193	23,968	8,775	0	0	0	8,775
106,955	241,905	134,950	1,535,610	2,441,712	906,102	1,126,807
377,787	471,750	93,963	35,038	57,593	22,555	193,797
256,183	288,008	31,825	239,368	256,453	17,085	48,911
17,969	47,061	29,092	58,444	99,915	41,471	(293,663)
50,593	69,770	19,177	91	142	51	80,393
111	8,030	7,919	3,283	13,110	9,827	84,892
26,028	39,570	13,542	1,374	1,663	289	13,849
15,073	28,774	13,701	39	468	429	13,903
61,438	2,154	(59,284)	62,909	94,097	31,188	195,665
229,217	443,570	214,353	2,396	12,365	9,969	538,296
22,701	44,772	22,071	41,932	71,404	29,472	54,560
19,425	40,162	20,737	41,146	58,831	17,685	38,422
8,117	12,225	4,108	35,537	53,355	17,818	20,275
102,045	113,003	10,958	597,901	689,684	91,783	445,765
212,544	426,237	213,693	95,463	233,417	137,954	518,749
56,980	194,904	137,924	24,638	102,653	78,015	292,530
39,392	47,356	7,964	12,321	66,125	53,804	181,772
114,287	607,513	493,226	1,064,411	1,221,819	157,408	694,462
138,813	162,963	24,150	2,373	5,556	3,183	41,185
222,612	2,294,898	2,072,286	647,201	777,902	130,701	3,723,027
40	3,042	3,002	1,786	9,657	7,871	56,065
17,046	55,769	38,723	15,006	48,453	33,447	72,170
85,600	326,581	240,981	251,607	384,025	132,418	(322,439)
12,690	23,602	10,912	20,087	49,311	29,224	40,139
96,549	401,238	304,689	347,317	369,053	21,736	442,010
225,457	459,871	234,414	70,450	72,351	1,901	221,551

(continued)

**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

State	Number of acres managed					
	Forest Service			Bureau of Land Management		
	1964	1994	Increase (decrease)	1964	1994	Increase (decrease) <sup>a</sup>
Ohio	110,852	220,020	109,168	0	0	0
Oklahoma	271,403	301,757	30,354	29,124	2,327	(26,797)
Oregon	15,465,016	15,661,441	196,425	15,617,181	15,726,434	109,253
Pennsylvania	471,620	513,229	41,609	0	0	0
Rhode Island	0	0	0	0	0	0
South Carolina	587,164	611,269	24,105	0	0	0
South Dakota	1,988,290	2,011,887	23,597	280,473	279,085	(1,388)
Tennessee	598,837	631,713	32,876	0	0	0
Texas	775,296	754,979	(20,317)	0	0	0
Utah	7,946,494	8,109,316	162,822	23,472,577	22,167,464	(1,305,113)
Vermont	232,469	354,256	121,787	0	0	0
Virginia	1,453,853	1,650,526	196,673	0	0	0
Washington	9,688,321	9,171,108	(517,213)	259,170	352,332	93,162
West Virginia	905,647	1,032,135	126,488	0	0	0
Wisconsin	1,469,215	1,519,364	50,149	181	160,167	159,986
Wyoming	9,143,784	9,258,609	114,825	17,442,886	18,392,533	949,647
<b>Total</b>	<b>186,274,576</b>	<b>191,573,857</b>	<b>5,299,281</b>	<b>464,346,607</b>	<b>267,102,376</b>	<b>(197,244,231)</b>

**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

Number of acres managed							Total change in acreage
Fish and Wildlife Service			National Park Service				
1964	1994	Increase (decrease)	1964	1994	Increase (decrease)		
2,669	7,772	5,103	8,560	26,579	18,019	132,290	
79,654	99,011	19,357	7,901	9,880	1,979	24,893	
451,015	530,116	79,101	166,760	195,371	28,611	413,390	
4,258	9,960	5,702	24,064	65,616	41,552	88,863	
26	1,494	1,468	0	5	5	1,473	
136,571	109,724	(26,847)	4,442	26,598	22,156	19,414	
40,644	192,032	151,388	144,540	154,345	9,805	183,402	
1,958	45,004	43,046	258,463	346,744	88,281	164,203	
117,416	384,833	267,417	853,680	1,172,471	318,791	565,891	
97,303	100,953	3,650	1,509,075	2,090,120	581,045	(557,596)	
4,252	6,427	2,175	2,517	9,770	7,253	131,215	
16,685	117,642	100,957	289,173	322,160	32,987	330,617	
107,716	136,050	28,334	1,238,676	1,943,567	704,891	309,174	
215	2,100	1,885	8,087	51,166	43,079	171,452	
166,650	188,405	21,755	73,992	135,744	61,752	293,642	
40,127	57,606	17,479	2,343,284	2,393,476	50,192	1,132,143	
<b>22,650,737</b>	<b>87,487,290</b>	<b>64,836,553</b>	<b>27,493,836</b>	<b>76,588,003</b>	<b>49,094,167</b>	<b>(78,014,230)</b>	

Note: The information shown on the acreage managed by the four federal land management agencies is as of the following dates: for 1964, as of June 30, 1964; for 1994, as of September 30, 1994.

<sup>a</sup>According to Bureau of Land Management officials, the Bureau's 1.1 million acre increase from 1964 to 1994 for 11 eastern states (Alabama, Arkansas, Florida, Illinois, Iowa, Louisiana, Michigan, Minnesota, Mississippi, Missouri, and Wisconsin) did not result from land acquisitions but reflected the addition in 1986 of withdrawn public lands that had not been previously inventoried and accounted for by the Bureau.

Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

As table I.1 shows, during the 30-year period, three of the agencies—the Forest Service, Fish and Wildlife Service, and National Park Service—increased the number of federal acres that they managed: the Forest Service by over 5 million acres, the Fish and Wildlife Service by about 65 million acres, and the National Park Service by about 49 million acres. According to Fish and Wildlife Service and Park Service officials, these increases occurred primarily as the result of congressional authorization or executive order. The Bureau of Land Management decreased its holdings by 197 million acres during the period, primarily because a significant portion of the over 113 million acres transferred to

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the state of Alaska and to Native Alaskans was under its management. In addition, two major transfers of land to the Fish and Wildlife Service—12 million acres in 1979 and about 37 million acres in 1980—expanded the national wildlife refuge system. In 1979, the Bureau of Land Management also transferred about 41 million acres of land to the National Park Service to expand existing, or create new, national parks, monuments, and preserves.

During the 30-year period, the number of acres managed by the four federal agencies increased in 46 states and decreased in 4 states. As table I.1 shows, for five states—Arizona, California, Florida, Nevada, and Wyoming—the amount of federally managed land increased by at least 1 million acres during the 30-year period. The amount of federally managed land decreased during this period in Alaska, Idaho, New Mexico, and Utah.

**Percentage of Each State's Acreage Managed by the Four Federal Agencies**

As of September 30, 1994, the four federal agencies managed about 622.8 million acres, or 26.6 percent of the 2.3 billion-acre surface area of the United States. Table I.2 shows the percentage and amount of each state's acreage managed by the four federal agencies.

**Table I.2: Percentage of Each State's Acreage Managed by the Four Federal Agencies as of September 30, 1994**

State	Total acreage of state <sup>a</sup>	Percentage of acreage managed by				Total federal acreage managed by the four agencies
		Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service	
Alabama	33,431,680	1.98	0.33	0.05	0.03	801,611
Alaska	393,747,200	5.60	22.42	19.38	13.26	238,874,995
Arizona	72,963,840	15.42	19.54	2.29	3.69	29,874,028
Arkansas	34,036,480	7.49	0.86	0.88	0.30	3,246,065
California	101,676,160	20.29	17.02	0.24	4.76	43,013,642
Colorado	66,624,000	21.76	12.46	0.10	0.89	23,455,115
Connecticut	3,548,160	0 <sup>c</sup>	0	0.01	0.18	6,759
Delaware	1,534,080	0	0	1.56	0	23,968
Florida	38,392,320	2.96	0.07	0.63	6.36	3,845,884
Georgia	37,745,280	2.29	0	1.25	0.15	1,393,406
Hawaii	4,133,760	0 <sup>c</sup>	0	6.97	6.20	544,462
Idaho	53,487,360	38.23	22.15	0.09	0.19	32,439,588
Illinois	36,059,520 <sup>d</sup>	0.76	0 <sup>c</sup>	0.19	0 <sup>c</sup>	342,631

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State	Total acreage of state <sup>a</sup>	Percentage of acreage managed by				The four federal agencies <sup>b</sup>	Total federal acreage managed by the four agencies
		Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service		
Indiana	23,158,400 <sup>d</sup>	0.83	0	0.03	0.06	0.92	214,176
Iowa	36,016,640	0	0 <sup>c</sup>	0.11	0 <sup>c</sup>	0.12	41,611
Kansas	52,660,480	0.21	0 <sup>c</sup>	0.05	0 <sup>c</sup>	0.26	137,426
Kentucky	25,863,040	2.65	0	0.01	0.36	3.02	780,705
Louisiana	31,776,000	1.90	0.97	1.40	0.04	4.31	1,368,834
Maine	21,594,240	0.25	0	0.21	0.33	0.78	169,216
Maryland	7,870,080	0	0	0.51	0.75	1.26	98,993
Massachusetts	5,914,240	0	0	0.21	0.90	1.11	65,580
Michigan	37,448,320 <sup>d</sup>	7.62	0.20	0.30	1.84	9.96	3,731,491
Minnesota	54,014,080 <sup>d</sup>	5.23	0.28	0.79	0.43	6.73	3,637,840
Mississippi	30,903,040	3.74	0.19	0.63	0.33	4.89	1,510,381
Missouri	44,613,760	3.34	0.01	0.11	0.15	3.60	1,605,889
Montana	94,109,440	17.92	8.58	0.65	1.30	28.45	26,773,255
Nebraska	49,522,560	0.71	0.02	0.33	0.01	1.07	528,145
Nevada	70,762,880	8.22	67.77	3.24	1.10	80.33	56,846,081
New Hampshire	5,941,120	12.17	0	0.05	0.16	12.39	735,995
New Jersey	5,257,600	0	0	1.06	0.92	1.98	104,222
New Mexico	77,822,720	11.98	16.56	0.42	0.49	29.46	22,927,727
New York	32,056,320 <sup>d</sup>	0.04	0	0.07	0.15	0.27	86,663
North Carolina	33,710,080	3.68	0	1.19	1.09	5.97	2,011,072
North Dakota	45,250,560	2.44	0.14	1.02	0.16	3.76	1,699,378
Ohio	26,450,560 <sup>d</sup>	0.83	0	0.03	0.10	0.96	254,371
Oklahoma	44,737,920	0.67	0.01	0.22	0.02	0.92	412,975
Oregon	62,139,520	25.20	25.31	0.85	0.31	51.68	32,113,362
Pennsylvania	28,806,400 <sup>d</sup>	1.78	0	0.03	0.23	2.04	588,805
Rhode Island	787,840	0	0	0.19	0 <sup>c</sup>	0.19	1,499
South Carolina	19,960,960	3.06	0	0.55	0.13	3.75	747,591
South Dakota	49,357,440	4.08	0.57	0.39	0.31	5.34	2,637,349
Tennessee	26,972,800	2.34	0	0.17	1.29	3.79	1,023,461
Texas	171,057,280	0.44	0	0.22	0.69	1.35	2,312,283
Utah	54,338,560	14.92	40.80	0.19	3.85	59.75	32,467,853
Vermont	6,153,600	5.76	0	0.10	0.16	6.02	370,453
Virginia	27,088,640	6.09	0	0.43	1.19	7.72	2,090,328
Washington	45,207,680	20.29	0.78	0.30	4.30	25.67	11,603,057
West Virginia	15,508,480	6.66	0	0.01	0.33	7.00	1,085,401
Wisconsin	35,932,800 <sup>d</sup>	4.23	0.45	0.52	0.38	5.58	2,003,680

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State	Total acreage of state <sup>a</sup>	Percentage of acreage managed by				Total federal acreage managed by the four agencies	
		Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service		
Wyoming	62,604,160	14.79	29.38	0.09	3.82	48.08	30,102,224
<b>Total</b>	<b>2,340,750,080</b>	<b>8.18</b>	<b>11.41</b>	<b>3.74</b>	<b>3.27</b>	<b>26.60</b>	<b>622,751,526</b>

<sup>a</sup>This information, provided by the Bureau of Census, Department of Commerce, reflects data from the 1990 Census.

<sup>b</sup>Percentages may not add because of rounding.

<sup>c</sup>Although the agency managed land in this state, the amount managed is less than 0.005 percent of the state's acreage.

<sup>d</sup>The total acreage shown for this state does not include the Great Lakes water area.

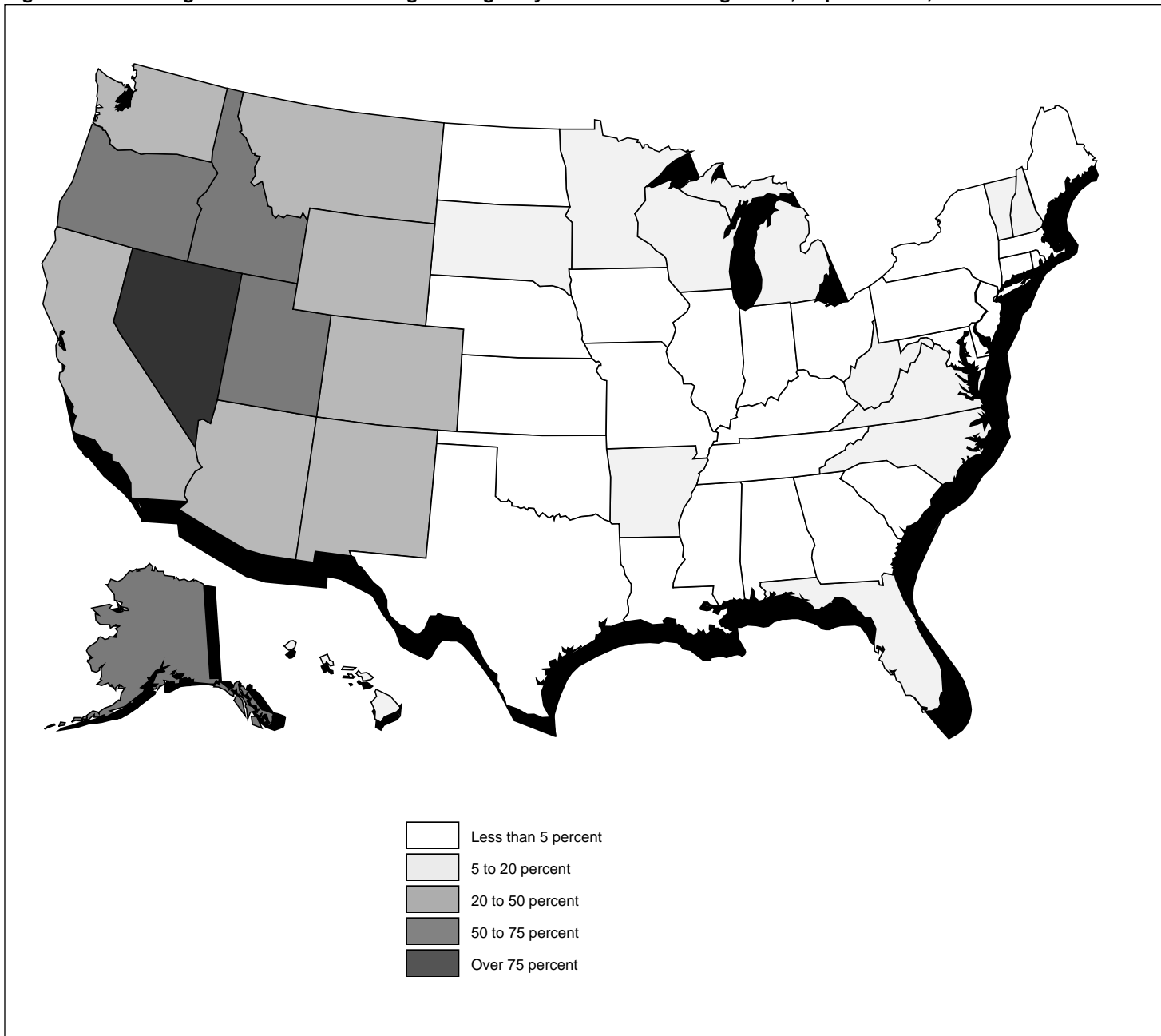
Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

Figure I.1 shows the percentage of the acreage within each state managed by the four agencies.



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**Figure I.1: Percentage of Each State's Acreage Managed by the Four Federal Agencies, September 30, 1994**



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As table I.2 and figure I.1 show, the percentage of each state's acreage managed by the four federal agencies varies widely. For example, the agencies manage less than 5 percent of the land in 26 states but over 50 percent in 5 states. Over 80 percent of Nevada's acreage is managed by the four agencies.

**Acreage Managed for Conservation**

Of the 622.8 million acres managed by the four agencies as of September 30, 1994, over 272 million acres were managed primarily for conservation. Lands managed for conservation include, among other things, national parks, national wildlife refuges, wilderness and wilderness study areas, wild and scenic rivers, and areas of critical environmental concern. Table I.3 shows the number of acres and the percentage of land managed by the four agencies for conservation, by state, as of September 30, 1994.

**Table I.3: Number and Percentage of Acres Managed for Conservation by the Four Federal Agencies, by State, as of September 30, 1994**

<b>State</b>	<b>Acreage managed</b>	<b>Acreage managed for conservation</b>	<b>Percentage of acreage managed for conservation</b>
Alabama	801,611	69,784	8.71
Alaska	238,874,995	150,786,546	63.12
Arizona	29,874,028	8,899,060	29.79
Arkansas	3,246,065	678,515	20.90
California	43,013,642	33,361,904	77.56
Colorado	23,455,115	5,792,946	24.70
Connecticut	6,759	6,735	99.64
Delaware	23,968	23,968	100.00
Florida	3,845,884	2,855,276	74.24
Georgia	1,393,406	701,655	50.36
Hawaii	544,462	544,461	99.99
Idaho	32,439,588	9,674,341	29.82
Illinois	342,631	100,845	29.43
Indiana	214,176	34,163	15.95
Iowa	41,611	41,233	99.09
Kansas	137,426	29,242	21.28
Kentucky	780,705	138,885	17.79
Louisiana	1,368,834	548,495	40.07
Maine	169,216	128,176	75.75
Maryland	98,993	98,993	100.00
Massachusetts	65,580	65,580	100.00

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<b>State</b>	<b>Acreage managed</b>	<b>Acreage managed for conservation</b>	<b>Percentage of acreage managed for conservation</b>
Michigan	3,731,491	1,043,729	27.97
Minnesota	3,637,840	1,473,570	40.51
Mississippi	1,510,381	310,061	20.53
Missouri	1,605,889	182,946	11.39
Montana	26,773,255	7,431,305	27.76
Nebraska	528,145	183,613	34.77
Nevada	56,846,081	9,847,651	17.32
New Hampshire	735,995	117,911	16.02
New Jersey	104,222	104,222	100.00
New Mexico	22,927,727	4,106,669	17.91
New York	86,663	72,913	84.13
North Carolina	2,011,072	1,007,677	50.11
North Dakota	1,699,378	532,974	31.36
Ohio	254,371	34,428	13.53
Oklahoma	412,975	149,523	36.21
Oregon	32,113,362	7,101,101	22.11
Pennsylvania	588,805	114,377	19.43
Rhode Island	1,499	1,499	100.00
South Carolina	747,591	212,409	28.41
South Dakota	2,637,349	443,525	16.82
Tennessee	1,023,461	468,909	45.82
Texas	2,312,283	1,596,157	69.03
Utah	32,467,853	7,403,484	22.80
Vermont	370,453	112,308	30.32
Virginia	2,090,328	676,997	32.39
Washington	11,603,057	4,793,971	41.32
West Virginia	1,085,401	192,041	17.69
Wisconsin	2,003,680	369,804	18.46
Wyoming	30,102,224	7,467,725	24.81
<b>Total</b>	<b>622,751,526</b>	<b>272,134,302</b>	<b>43.70</b>

Source: GAO's analysis of data from the departments of Agriculture and the Interior.

The number of acres managed for conservation shown in table I.3 includes all of the lands managed by the Fish and Wildlife Service and National Park Service as well as portions of the lands managed by the Forest Service and Bureau of Land Management. Tables I.4 and I.5 show the

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category and number of acres managed by the Forest Service and Bureau of Land Management, respectively, for conservation, as of September 30, 1994.

**Table I.4: Forest Service Acreage Managed for Conservation as of September 30, 1994**

<b>Conservation category</b>	<b>Acres managed</b>
Wilderness	34,587,437
Wilderness study area	6,638,310
Wild and scenic river	618,283
Research natural area	299,568
National monument	3,404,244
National primitive area	173,762
National recreation area	2,675,274
National game refuge	1,218,953
National scenic-research area	6,630
Other <sup>a</sup>	271,227
<b>Total</b>	<b>49,893,688</b>

<sup>a</sup>“Other” includes archeological, botanical, geological, and national historic areas.

Source: Forest Service.

**Table I.5: Bureau of Land Management Acreage Managed for Conservation as of September 30, 1994**

<b>Conservation category</b>	<b>Acres managed</b>
Wilderness	1,653,529
Wilderness study area	26,554,685
Wild, scenic, and recreation river	829,448
Area of critical environmental concern	9,960,843
Research natural area	326,449
National conservation area	14,323,431
National natural or historic landmark	599,042
National recreation area	1,000,000
National scenic-research area	1,365,280
Other <sup>a</sup>	1,552,614
<b>Total<sup>b</sup></b>	<b>58,165,321</b>

<sup>a</sup>“Other” includes national scenic and historic trails, national recreation trails, and national outstanding natural areas.

<sup>b</sup>Bureau officials told us that some acres may be counted in more than one conservation category, but they could not readily determine the extent of the double counting.

Source: Bureau of Land Management.

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**Lands Acquired by the  
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Table I.6 shows, for the four agencies, the various means they used for acquiring lands<sup>1</sup> from nonfederal parties and the corresponding number of acres they acquired from June 30, 1964, through September 30, 1994.

**Table I.6: Means by Which the Four Federal Agencies Acquired Acreage From Nonfederal Parties From 1964 to 1994**

Means used	Acres acquired				Total
	Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service	
Purchase	1,479,348	297,080	1,998,247	1,303,292	5,077,967
Gift or donation	522,326	14,646	586,377	631,747	1,755,096
Exchange	2,179,643	724,402	256,576	90,708	3,251,329
Other <sup>a</sup>	105,138	35,822	34,976	601,279	777,215
<b>Total</b>	<b>4,286,455</b>	<b>1,071,950</b>	<b>2,876,176</b>	<b>2,627,026</b>	<b>10,861,607</b>

Note: Totals may not add because of rounding.

<sup>a</sup>“Other” includes acreage acquired through condemnation and takings.

As table I.6 shows, the lands acquired by the four agencies through purchase accounted for nearly half of all the acres acquired during the 30-year period.

As of September 30, 1994, the four agencies planned to acquire about 11.8 million acres in future years. Table I.7 shows the acreage, by state, that the four agencies planned to acquire in subsequent years.

**Table I.7: Acquisitions Planned by the Four Agencies, by State, in Subsequent Years**

State	Forest Service	Bureau of Land Management	Fish and Wildlife Service	National Park Service	Total
Alabama	62,508	0	5,811	0	68,319
Alaska	230,160	0	26,500	20	256,680
Arizona	63,739	27,937	30,923	20,964	143,563
Arkansas	95,277	0	78,207	314	173,798
California	377,702	847,095	205,066	102,278	1,532,141
Colorado	155,031	69,134	21,890	6,026	252,081
Connecticut	0	0	900	535	1,435
Delaware	0	0	2,992	0	2,992

(continued)

<sup>1</sup>Acquired lands are lands that were obtained by the four agencies through purchase, condemnation, taking, gift, donation, or exchange. Exchanges are transactions where the federal government acquires land for other land, timber, or other products. Acquired lands do not include transfers of land from other federal agencies.

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<b>State</b>	<b>Forest Service</b>	<b>Bureau of Land Management</b>	<b>Fish and Wildlife Service</b>	<b>National Park Service</b>	<b>Total</b>
Florida	27,096	0	45,863	50,107	123,066
Georgia	98,201	0	5,499	2,219	105,919
Hawaii	0	0	118,470	445	118,915
Idaho	122,663	68,656	0	6,023	197,342
Illinois	56,766	0	84,870	75	141,711
Indiana	45,132	0	20,862	1,046	67,040
Iowa	0	0	147,967	0	147,967
Kansas	814	0	0	0	814
Kentucky	141,725	0	0	0	141,725
Louisiana	42,134	0	149,948	194	192,276
Maine	4,025	0	17,181	3,989	25,195
Maryland	0	0	5,600	4,734	10,334
Massachusetts	0	0	3,994	1,017	5,011
Michigan	204,134	0	65,930	3,855	273,919
Minnesota	263,987	0	497,221	1,718	762,926
Mississippi	115,430	0	46,207	694	162,331
Missouri	157,002	0	0	958	157,960
Montana	223,865	49,273	344,515	2,168	619,821
Nebraska	9,035	0	114,110	14	123,159
Nevada	46,133	1,397	22,606	284	70,420
New Hampshire	10,176	0	8,180	85	18,441
New Jersey	0	0	45,245	207	45,452
New Mexico	104,012	7,598	10,890	5,525	128,025
New York	0	0	18,259	616	18,875
North Carolina	192,459	0	37,377	2,678	232,514
North Dakota	0	0	2,197,510	855	2,198,365
Ohio	61,415	0	16,000	1,571	78,986
Oklahoma	16,318	0	10,118	26	26,462
Oregon	184,712	88,608	106,322	2,805	382,447
Pennsylvania	22,970	0	396	2,427	25,793
Rhode Island	0	0	1,229	0	1,229
South Carolina	76,425	0	12,017	0	88,442
South Dakota	35,214	0	1,147,627	1,503	1,184,344
Tennessee	58,051	0	23,170	10,393	91,614
Texas	123,949	0	217,546	28,652	370,147
Utah	109,042	16,890	48,329	5,195	179,456
Vermont	46,124	0	17,215	1,579	64,918
Virginia	157,252	0	0	9,760	167,012

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<b>State</b>	<b>Forest Service</b>	<b>Bureau of Land Management</b>	<b>Fish and Wildlife Service</b>	<b>National Park Service</b>	<b>Total</b>
Washington	89,662	36,920	126,703	7,701	260,986
West Virginia	83,723	0	30,460	23,586	137,769
Wisconsin	50,361	0	48,688	0	99,049
Wyoming	44,493	49,801	25,395	1,748	121,437
<b>Total</b>	<b>4,008,917</b>	<b>1,263,309</b>	<b>6,211,808</b>	<b>316,589</b>	<b>11,800,623</b>

Source: The departments of Agriculture and the Interior.

According to agency officials, the planned acquisitions include land to be acquired by the agencies as new areas (such as refuges), additions to existing areas, or privately owned lands (inholdings) within areas that the agencies manage.

Data provided by the Forest Service and the National Park Service showed inholdings of approximately 40 million acres and about 4.3 million acres, respectively. According to Forest Service and National Park Service officials, their agencies do not plan to acquire all of the inholdings. For example, Forest Service officials told us that their plans are to acquire about 10 percent of the inholdings within the National Forest System. The Bureau of Land Management and Fish and Wildlife Service could not provide us with information on the total acreage of the inholdings within their areas in a useable format in the requested time frame. However, like the Forest Service and National Park Service, Bureau and Fish and Wildlife Service officials told us that their agencies do not plan to acquire all of the inholdings.

## **Federal Acreage Where Hunting and Other Activities Are Not Allowed**

The four federal agencies did not allow hunting on 57.5 million of the acres they managed as of September 30, 1994. Included in this total are over 50.6 million acres managed by the National Park Service, about 4.6 million acres managed by the Fish and Wildlife Service, and almost 2 million acres managed by the Forest Service. Table I.8 shows, by state, the number of acres managed by the Forest Service, Bureau of Land Management, and National Park Service where hunting is not allowed. The Fish and Wildlife Service could not provide the number of acres, by state, where hunting is not allowed.

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**Table I.8: Acreage Managed by Three Federal Agencies Where Hunting Is Not Allowed, by State**

State	Number of acres where hunting is not allowed				Total acreage managed by the agencies	Percentage of acreage managed where hunting is not allowed
	Forest Service	Bureau of Land Management	National Park Service	Total		
Alabama	0	0	6,332	6,332	785,219	0.81
Alaska	1,816,587	0	31,972,862	33,789,449	162,553,013	20.79
Arizona	25,750	23,500	1,719,607	1,768,857	28,200,122	6.27
Arkansas	0	0	9,571	9,571	2,945,166	0.32
California	58,000	0	4,467,503	4,525,503	42,771,608	10.58
Colorado	18,820	0	591,202	610,022	23,391,205	2.61
Connecticut	0	0	5,330	5,330	6,417	83.06
Delaware	0	0	0	0	0	0
Florida	22,885	0	1,682,707	1,705,592	3,603,979	47.33
Georgia	0	0	22,065	22,065	921,656	2.39
Hawaii	0	0	235,408	235,408	256,454	91.79
Idaho	1,200	116	94,994	96,310	32,392,527	0.30
Illinois	0	0	12	12	272,861	0
Indiana	0	0	9,851	9,851	206,146	4.78
Iowa	0	0	1,663	1,663	2,041	81.48
Kansas	0	0	429	429	108,652	0.39
Kentucky	0	0	62,852	62,852	778,551	8.07
Louisiana	0	0	0	0	925,264	0
Maine	0	0	63,337	63,337	124,444	50.90
Maryland	0	0	28,649	28,649	58,831	48.70
Massachusetts	0	0	5,481	5,481	53,355	10.27
Michigan	0	0	539,282	539,282	3,618,488	14.90
Minnesota	0	0	133,118	133,118	3,211,603	4.14
Mississippi	0	0	32,415	32,415	1,315,477	2.46
Missouri	0	0	2,061	2,061	1,558,533	0.13
Montana	26,500	0	1,183,433	1,209,933	26,165,742	4.62
Nebraska	0	0	5,371	5,371	365,182	1.47
Nevada	0	28,000	187,993	215,993	54,551,183	0.40
New Hampshire	0	0	9,449	9,449	732,953	1.29
New Jersey	0	0	2,809	2,809	48,453	5.80
New Mexico	14,667	151,272	372,928	538,867	22,601,146	2.38
New York	0	0	10,789	10,789	63,061	17.11
North Carolina	0	0	324,017	324,017	1,609,834	20.13
North Dakota	0	0	71,383	71,383	1,239,507	5.76

(continued)



**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

State	Number of acres where hunting is not allowed				Total acreage managed by the agencies	Percentage of acreage managed where hunting is not allowed
	Forest Service	Bureau of Land Management	National Park Service	Total		
Ohio	0	0	17,504	17,504	246,599	7.10
Oklahoma	0	0	0	0	313,964	0
Oregon	0	13,868	194,476	208,344	31,583,246	0.66
Pennsylvania	0	0	22,026	22,026	578,845	3.81
Rhode Island	0	0	5	5	5	100.00
South Carolina	0	0	26,240	26,240	637,867	4.11
South Dakota	0	0	141,302	141,302	2,445,317	5.78
Tennessee	0	0	266,779	266,779	978,457	27.27
Texas	1,420	0	854,086	855,506	1,927,450	44.39
Utah	0	0	875,232	875,232	32,366,900	2.70
Vermont	0	0	7,258	7,258	364,026	1.99
Virginia	0	0	304,293	304,293	1,972,686	15.43
Washington	0	0	1,755,830	1,755,830	11,467,007	15.31
West Virginia	0	0	2,748	2,748	1,083,301	0.25
Wisconsin	0	0	0	0	1,815,275	0
Wyoming	0	0	2,337,506	2,337,506	30,044,618	7.78
<b>Total</b>	<b>1,985,829</b>	<b>216,756</b>	<b>50,660,188</b>	<b>52,862,773</b>	<b>535,264,236</b>	<b>9.88</b>

Note: Acreage totals may not add because of rounding.

Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

As part of our work, we also requested the four agencies to provide data on the number of acres that had various limitations on use, such as restrictions on oil and gas development, mineral development, livestock grazing, and timber harvesting. Fish and Wildlife Service and National Park Service officials told us that these activities are generally not allowed on the lands these agencies manage. However, officials from both agencies indicated that some or all of these activities may be allowed in specific locations if required by legislative mandates, if rights to conduct these activities existed before the lands were acquired by the federal agency, or if the activities are determined to be compatible with the primary purpose for which the lands are managed.

Forest Service and the Bureau of Land Management officials told us that restrictions on the use of the lands they manage are identified in specific land management plans. Such restrictions vary by area and are

continuously changing as land management plans are revised and updated. Our review of the data provided by these agencies indicated that as of September 30, 1994,

- mineral development was not allowed on about 2.6 million acres managed by the Forest Service and
- oil and gas development was not allowed on 77.3 million acres, mineral development was not allowed on 90.5 million acres, and grazing was not allowed on 20.6 million acres of Bureau of Land Management lands that were not managed for conservation.

Agency officials pointed out that more than one of these activities may be prohibited on the same lands.

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## **Rights-of-Use on Nonfederal Land**

In addition to managing federal lands, the four federal agencies had rights-of-use for 3 million acres of nonfederal land as of September 30, 1994. These rights-of-use were obtained through easements, leases, agreements, and permits. Tables I.9 through I.12 show, for each of the four agencies, the number of acres included in the various rights-of-use, by state.

**Appendix I**  
**Changes in Acreage and Use of Lands**  
**Managed by Four Federal Agencies**

**Table I.9: Nonfederal Acres for Which the Forest Service Had Rights-Of-Use as of September 30, 1994**

State <sup>a</sup>	Rights-of-use (in acres)		
	Easements	Leases	Total
Alaska	0	250	250
Arizona	942	2	944
Arkansas	0	1	1
California	5,446	95	5,541
Colorado	0	6,869	6,869
Florida	0	1	1
Georgia	0	4,355	4,355
Idaho	20,559	36	20,595
Illinois	116	0	116
Kentucky	0	18	18
Maine	1,272	3,800	5,072
Michigan	25,708	5	25,713
Minnesota	0	103	103
Missouri	12	2	14
Montana	1,954	4	1,958
Nebraska	0	2	2
Nevada	1,325	0	1,325
New Hampshire	275	10	285
New Jersey	0	590	590
New Mexico	2,153	27	2,180
New York	141	0	141
North Carolina	0	11	11
Ohio	0	570	570
Oregon	1,024	34	1,058
South Dakota	0	8	8
Tennessee	7	1	8
Vermont	2,281	12	2,293
Virginia	186	2	188
Washington	1,351	29	1,380
West Virginia	172	3	175
Wisconsin	21	0	21
Wyoming	0	7	7
<b>Total</b>	<b>64,945</b>	<b>16,847</b>	<b>81,793</b>

Note: Totals may not add because of rounding.

<sup>a</sup>Information is presented only for those states where the Forest Service has obtained total rights-of-use for one or more acres of land.

Source: Forest Service.

**Appendix I**  
**Changes in Acreage and Use of Lands**  
**Managed by Four Federal Agencies**

**Table I.10: Nonfederal Acres for Which the Bureau of Land Management Had Rights-Of-Use as of September 30, 1994**

State <sup>a</sup>	Rights-of-use (in acres)			Total
	Easements	Leases	Agreements	
Arizona	274	21	0	295
Colorado	1,110	15	0	1,125
Idaho	4,002	0	0	4,002
Montana	16,763	0	0	16,763
Nevada	286	18	2	306
New Mexico	2,786	0	0	2,786
North Dakota	1,989	0	0	1,989
Oregon	5,702	335	0	6,037
South Dakota	7,698	0	0	7,698
Utah	605	0	0	605
Washington	32	0	0	32
Wyoming	5,042	0	0	5,042
<b>Total</b>	<b>46,289</b>	<b>389</b>	<b>2</b>	<b>46,680</b>

<sup>a</sup>Information is presented only for those states where the Bureau of Land Management obtained total rights-of-use for one or more acres of land.

Source: Bureau of Land Management.

**Table I.11: Nonfederal Acres for Which the Fish and Wildlife Service Had Rights-Of-Use as of September 30, 1994**

State <sup>a</sup>	Rights-of-use (in acres)				Total
	Easements	Permits	Leases	Agreements	
Alabama	667	0	578	0	1,245
Alaska	0	17	4	5	26
Arizona	1	0	1,575	0	1,576
Arkansas	629	0	233	0	862
California	67,161	206	18,126	551	86,044
Colorado	299	0	2,557	0	2,856
Delaware	857	0	0	0	857
Florida	2,744	0	7,673	537,124	547,541
Georgia	3,583	0	20	490	4,093
Hawaii	735	0	163	61	959
Idaho	50	19	0	13,004	13,073
Illinois	697	0	0	26,754	27,451
Indiana	253	0	0	0	253
Iowa	764	2	0	6,499	7,265
Kansas	6	0	0	0	6

(continued)

**Appendix I  
Changes in Acreage and Use of Lands  
Managed by Four Federal Agencies**

State <sup>a</sup>	Rights-of-use (in acres)				Total
	Easements	Permits	Leases	Agreements	
Louisiana	5,277	0	2,523	1,280	9,080
Maine	608	0	0	2	610
Maryland	68	0	0	0	68
Massachusetts	23	0	0	620	643
Michigan	2,673	1,775	0	12	4,460
Minnesota	62,004	155	7,006	24	69,189
Mississippi	5,690	0	900	667	7,257
Missouri	768	0	0	12,075	12,843
Montana	51,305	246	5,843	4,564	61,958
Nebraska	1,039	0	0	0	1,039
Nevada	1,019	63,544	0	0	64,563
New Hampshire	6	0	0	0	6
New Jersey	2,414	0	0	0	2,414
New Mexico	266	0	500	0	766
New York	1,513	0	17	0	1,530
North Carolina	4,190	0	4,057	0	8,247
North Dakota	901,835	0	217	0	902,052
Ohio	7	67	591	0	665
Oklahoma	521	130	59	125	835
Oregon	318	0	878	34,277	35,473
South Carolina	683	0	72,974	682	74,339
South Dakota	618,814	130	0	0	618,944
Tennessee	2,036	0	13,235	0	15,271
Texas	35,514	1	5,214	2,320	43,049
Utah	399	0	3,846	0	4,245
Vermont	71	0	0	0	71
Virginia	734	0	0	25	759
Washington	3,670	672	3,726	1,036	9,104
Wisconsin	1,330	0	233	0	1,563
Wyoming	3,146	0	0	0	3,146
<b>Total</b>	<b>1,786,388</b>	<b>66,965</b>	<b>152,749</b>	<b>642,198</b>	<b>2,648,300</b>

Note: Acreage totals may not add because of rounding.

<sup>a</sup>Information is presented only for those states where Fish and Wildlife Service has obtained total rights-of-use for one or more acres of land.

Source: Fish and Wildlife Service.

**Appendix I**  
**Changes in Acreage and Use of Lands**  
**Managed by Four Federal Agencies**

**Table I.12: Nonfederal Acres to Which the National Park Service Had Rights-Of-Use as of September 30, 1994**

State <sup>a</sup>	Rights-of-use (in acres)		
	Easements	Leases	Total
Alabama	202	0	202
Alaska	12,439	10	12,449
Arizona	162	0	162
Arkansas	3,201	0	3,201
California	162	1	163
Colorado	5,511	0	5,511
Connecticut	711	0	711
Florida	1,330	0	1,330
Georgia	24	1	25
Hawaii	1	1,247	1,248
Idaho	445	0	445
Indiana	485	0	485
Kansas	269	0	269
Kentucky	137	0	137
Maine	5,990	0	5,990
Maryland	5,731	0	5,731
Massachusetts	699	1	700
Michigan	1,026	0	1,026
Minnesota	3,064	0	3,064
Mississippi	5,262	0	5,262
Missouri	9,547	0	9,547
Montana	1,114	0	1,114
Nebraska	491	0	491
New Hampshire	756	0	756
New Jersey	35	0	35
New Mexico	5	0	5
New York	3,802	0	3,802
North Carolina	12,218	0	12,218
North Dakota	258	0	258
Ohio	1,305	0	1,305
Oklahoma	9	0	9
Oregon	379	0	379
Pennsylvania	1,886	0	1,886
South Carolina	31	0	31
South Dakota	122,327	0	122,327
Tennessee	1,521	0	1,521
Texas	76	0	76

(continued)

**Appendix I**  
**Changes in Acreage and Use of Lands**  
**Managed by Four Federal Agencies**

State <sup>a</sup>	Rights-of-use (in acres)		
	Easements	Leases	Total
Utah	1,279	0	1,279
Vermont	1,080	0	1,080
Virginia	4,492	0	4,492
Washington	1,420	0	1,420
Wisconsin	10,274	0	10,274
West Virginia	390	0	390
Wyoming	1,124	0	1,124
<b>Total</b>	<b>222,669</b>	<b>1,259</b>	<b>223,928</b>

Note: Totals may not add because of rounding.

<sup>a</sup>Information is presented only for those states where the National Park Service has obtained total rights-of-use for one or more acres of land.

Source: National Park Service.

## Nonfederal Acreage Affected by Selected Environmental Regulations

Officials from the U.S. Army Corps of Engineers, Environmental Protection Agency, and Fish and Wildlife Service, the primary agencies responsible for implementing regulations under the Clean Water Act and the Endangered Species Act, told us that their respective agencies did not maintain information on the number of privately owned acres whose uses may be limited by the regulations implementing these acts. In general, however, privately owned land containing a wetland or habitat considered essential to the survival of a protected species could be subject, under these regulations, to prohibitions against certain actions that would modify the wetland or habitat. For example, designating critical habitat for a protected species under the Endangered Species Act would identify lands containing habitat that may require special management or protection. On the basis of the regulations establishing critical habitat, about 1.1 million acres of privately owned land had been included in the critical habitat designations for 31 species. Nearly all of this acreage had been designated as critical habitat for the desert tortoise.

# Acreage Held in Trust for Individual Indians and Indian Tribes

The federal government holds 52.3 million acres in trust for individual Indians and Indian tribes in 33 states. Table II.1 shows the number of acres held in each state for this purpose.

**Table II.1: Acreage Held in Trust for Individual Indians and Indian Tribes, by State, in 1995**

<b>State</b>	<b>Number of acres</b>
Alabama	1,683
Alaska	215,837
Arizona	18,843,819
California	548,738
Colorado	1,076,890
Connecticut	2,086
Florida	164,546
Idaho	836,758
Iowa	3,408
Kansas	30,327
Louisiana	2,279
Maine	219,053
Massachusetts	493
Michigan	21,248
Minnesota	763,444
Mississippi	20,528
Montana	5,286,101
Nebraska	65,890
Nevada	934,956
New Mexico	7,650,579
New York	52,918
North Carolina	56,736
North Dakota	854,332
Oklahoma	467,534
Oregon	785,740
Rhode Island	2,532
South Carolina	630
South Dakota	5,015,326
Texas	125
Utah	3,720,076
Washington	2,616,094
Wisconsin	214,193
Wyoming	1,812,611
<b>Total</b>	<b>52,287,510</b>

(Table notes on next page)



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**Appendix II**  
**Acreage Held in Trust for Individual Indians**  
**and Indian Tribes**

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Note: This acreage includes federal trust, tribal/restricted fee, and/or government lands. Federal trust lands are those whose title is held by the United States in trust for individual Indians or Indian tribes. Tribal/restricted fee lands are those whose title is held by individual Indians or tribes. Government lands consist of a small amount of acreage owned by the United States for special uses such as federal schools and hospitals for Native Americans and for administrative offices.

The amount of acreage was provided as of November 7, 1995, for Alabama, Connecticut, Florida, Louisiana, Maine, Massachusetts, Mississippi, New York, North Carolina, Rhode Island, and South Carolina. The amount of acreage for the remaining states was as of September 15, 1995.

Source: Bureau of Indian Affairs.

# Lands Owned by 13 Western States

Table III.1 shows the acreage owned within each state's border by each of the 13 western states in our review.

**Table III.1: Acreage Owned by 13 Western States as of September 30, 1994**

<b>State</b>	<b>Acreage owned by the state<sup>a</sup></b>
Alaska	89,383,753
Arizona	9,617,660
California	2,362,396
Colorado	3,405,638
Idaho	2,958,397
Montana	5,769,677
Nevada	246,065
New Mexico	9,800,156
Oregon	1,876,325
Texas	3,154,943
Utah	5,721,929
Washington	3,764,900
Wyoming	3,873,971
<b>Total</b>	<b>141,935,810</b>

<sup>a</sup>We did not include the submerged acreage reported by the coastal states in these numbers.

Source: Officials from the respective states.

# Lands Acquired by Three Nonprofit Organizations

Generally, the three nonprofit organizations in our review acquire parcels of land for conservation and then sell, donate, or exchange the parcels to entities such as federal, state, and local governments. Tables IV.1 to IV.3 show the amount of acreage acquired, transferred, and owned by these organizations—the Nature Conservancy, The Conservation Fund, and The Trust for Public Land.

**Table IV.1: Acreage Transactions for the Nature Conservancy, by State, From July 1, 1964, Through September 30, 1994**

State	Acres owned as of 7/1/64	Acres acquired between 7/1/64 and 9/30/94	Transfers to					Acres owned as of 9/30/94
			Federal government	State governments	Local governments	Conservation entities	Others	
Alabama	1,433	3,575	1,472	1,599	200	0	0	1,737
Alaska	0	44,611	51	43,574	0	986	0	0
Arizona	0	19,527	6,901	310	80	4,832	0	7,404
Arkansas	0	47,340	20,773	24,938	0	306	0	1,323
California	1,419	291,443	159,411	40,929	2,061	10,679	0	79,782
Colorado	0	37,662	6,822	19,705	2,554	1,616	0	6,965
Connecticut	563	13,974	274	1,415	164	5,113	0	7,571
Delaware	0	1,779	0	579	0	532	0	668
Florida	0	269,085	80,654	128,468	15,843	15,863	0	28,257
Georgia	72	113,050	38,427	65,283	311	2,292	3,865	2,944
Hawaii	0	21,851	20,233	0	0	236	0	1,382
Idaho	0	31,839	18,218	3,387	0	1,422	0	8,812
Illinois	235	22,909	6,376	8,741	1,296	2,046	0	4,685
Indiana	55	21,167	660	10,913	1,299	1,761	0	6,589
Iowa	42	2,887	248	484	820	7	0	1,370
Kansas	0	21,255	726	3,750	0	480	0	16,299
Kentucky	379	14,731	3,566	6,721	0	315	0	4,508
Louisiana	0	53,636	28,962	2,719	89	11,081	0	10,785
Maine	404	35,074	8,563	5,183	462	471	0	20,799
Maryland	123	18,393	2,642	7,865	14	388	0	7,607
Massachusetts	74	4,688	238	2,159	396	827	0	1,142
Michigan	0	47,909	14,282	18,095	3,691	184	0	11,657
Minnesota	160	66,110	9,527	32,638	2,943	4,256	0	16,906
Mississippi	0	65,198	22,383	41,637	0	110	0	1,068
Missouri	220	112,733	8,134	97,605	83	411	0	6,720
Montana	0	118,222	14,131	85,285	8	642	240	17,916

(continued)

**Appendix IV  
Lands Acquired by Three Nonprofit  
Organizations**

State	Acres owned as of 7/1/64	Acres acquired between 7/1/64 and 9/30/94	Transfers to					Acres owned as of 9/30/94
			Federal government	State governments	Local governments	Conservation entities	Others	
Nebraska	58,146	10,939	602	1,461	0	1,919	0	65,103
Nevada	0	23,972	18,538	3,576	51	1,552	0	255
New Hampshire	400	6,764	851	0	316	833	113	5,051
New Jersey	0	17,434	4,963	8,817	296	62	0	3,296
New Mexico	0	475,927	227,854	20,208	0	202,389	25,105	371
New York	2,522	89,778	504	66,065	3,594	1,631	0	20,506
North Carolina	0	160,257	75,582	54,374	458	4,908	0	24,935
North Dakota	0	6,519	0	1,860	3	899	0	3,757
Ohio	744	22,754	1,037	3,927	4,093	3,449	0	10,992
Oklahoma	0	32,120	10,743	11,332	82	82	0	9,881
Oregon	22	60,764	21,131	2,238	243	24	0	37,150
Pennsylvania	478	13,927	57	8,088	2,054	486	0	3,720
Rhode Island	0	3,503	22	2,413	155	441	0	472
South Carolina	0	58,416	2,861	39,308	0	5,037	484	10,726
South Dakota	62	11,264	0	13	0	1,980	0	9,333
Tennessee	0	39,298	18,881	18,541	0	1,149	0	727
Texas	0	252,158	164,299	9,391	9,338	13,642	0	55,488
Utah	0	31,579	13,606	14,809	0	462	0	2,702
Vermont	0	79,172	27,117	34,498	1,531	6,765	0	9,261
Virginia	1,116	78,672	20,787	12,881	373	835	631	44,281
Washington	63	13,850	1,520	4,693	1,399	68	0	6,234
West Virginia	257	17,148	14,106	779	735	209	0	1,576
Wisconsin	435	26,611	1,595	10,943	286	1,536	0	12,686
Wyoming	0	18,256	5,826	0	0	40	0	12,390
<b>Total</b>	<b>69,424</b>	<b>3,051,730</b>	<b>1,106,156</b>	<b>984,197</b>	<b>57,321</b>	<b>317,254</b>	<b>30,438</b>	<b>625,788</b>

Source: the Nature Conservancy.

**Appendix IV  
Lands Acquired by Three Nonprofit  
Organizations**

**Table IV.2: Acreage Transactions for The Conservation Fund, by State, From March 8, 1985, Through September 30, 1994**

State	Acres acquired between 3/8/85 and 9/30/94	Transfers to				Acres owned as of 9/30/94
		Federal government	State governments	Local governments	Conservation entities	
Alabama	2,659	1,330	270	0	0	1,059
Arizona	646	646	0	0	0	0
Arkansas	1	1	0	0	0	0
California	96	0	0	59	0	37
Colorado	4,497	4,497	0	0	0	0
Georgia	550	550	0	0	0	0
Idaho	121,652	63,838	814	0	0	57,000
Kentucky	1,100	1,100	0	0	0	0
Louisiana	4,256	0	256	0	0	4,000
Maine	169	169	0	0	0	0
Maryland	5,185	1,292	2,557	0	0	1,336
Mississippi	5	0	0	0	5	0
New Jersey	389	0	389	0	0	0
New Mexico	166	166	0	0	0	0
North Carolina	957	957	0	0	0	0
Oregon	9,656	156	0	0	0	9,500
Pennsylvania	7	0	0	0	0	7
Tennessee	873	125	26	0	0	722
Texas	266	0	0	0	0	266
Vermont	5,131	3,861	710	0	0	560
Virginia	928	511	397	0	0	20
West Virginia	615	110	50	0	440	15
<b>Total</b>	<b>159,804</b>	<b>79,309</b>	<b>5,469</b>	<b>59</b>	<b>445</b>	<b>74,522</b>

Note: The Conservation Fund was incorporated on March 8, 1985; it had no acres on hand as of that date.

Source: The Conservation Fund.

**Appendix IV  
Lands Acquired by Three Nonprofit  
Organizations**

**Table IV.3: Acreage Transactions for The Trust for Public Land, by State, From May 5, 1972, Through September 30, 1994**

State	Acres acquired between 5/5/72 and 9/30/94	Transfers to					Acres owned as of 9/30/94
		Federal government	State governments	Local governments	Conservation entities	Others	
Alabama	1,058	0	0	1,058	0	0	0
Alaska	435	435	0	0	0	0	0
Arizona	1,809	1,531	0	277	0	1	0
Arkansas	11,536	11,536	0	0	0	0	0
California	128,207	80,631	29,765	5,910	4,465	682	6,754
Colorado	49,408	21,642	15,880	3,415	5,192	422	2,857
Connecticut	861	2	533	282	0	37	7
Florida	100,399	11,076	25,617	10,585	130	50,968 <sup>a</sup>	2,023
Georgia	5,250	5,241	0	0	3	0	6
Hawaii	399	399	0	0	0	0	0
Idaho	3,336	3,217	0	34	0	85	0
Illinois	1,267	1,248	0	19	0	0	0
Kansas	2	2	0	0	0	0	0
Kentucky	1,305	1,305	0	0	0	0	0
Louisiana	948	948	0	0	0	0	0
Maine	65	0	0	65	0	0	0
Maryland	1,372	234	753	304	13	40	28
Massachusetts	2,732	58	1,294	786	372	181	41
Michigan	48,892	48,657	0	235	0	0	0
Minnesota	20,226	11,517	1,314	272	300	0	6,823
Mississippi	79	79	0	0	0	0	0
Missouri	752	752	0	0	0	0	0
Montana	1,151	1,126	0	0	25	0	0
Nevada	9,689	9,386	0	303	0	0	0
New Hampshire	1,167	1,167	0	0	0	0	0
New Jersey	5,272	1,035	2,613	1,569	1	50	4
New Mexico	3,926	3,484	297	137	8	0	0
New York	26,633	433	21,295	3,414	307	452	732
North Carolina	3,028	2,996	0	8	24	0	0
Ohio	3,482	3,354	44	69	15	0	0
Oklahoma	4,088	4,088	0	0	0	0	0
Oregon	32,798	31,793	243	557	0	176	29
Pennsylvania	707	704	0	3	0	0	0
Rhode Island	145	0	0	142	3	0	0

(continued)

**Appendix IV  
Lands Acquired by Three Nonprofit  
Organizations**

State	Acres acquired between 5/5/72 and 9/30/94	Transfers to					Acres owned as of 9/30/94
		Federal government	State governments	Local governments	Conservation entities	Others	
South Carolina	4,203	4,203	0	0	0	0	0
Tennessee	12,792	592	12,200	0	0	0	0
Texas	13,713	4,910	6,688	1,997	0	0	118
Utah	533	533	0	0	0	0	0
Vermont	384	325	0	0	5	0	54
Virginia	1,728	1,380	348	0	0	0	0
Washington	27,714	14,086	10,665	1,649	329	166	819
West Virginia	63,912	62,527	0	2	0	0	1,383
Wisconsin	9,480	8,431	200	849	0	0	0
<b>Total</b>	<b>606,883</b>	<b>357,063</b>	<b>129,749</b>	<b>33,941</b>	<b>11,192</b>	<b>53,260</b>	<b>21,678</b>

Note: The Trust for Public Land was incorporated on May 5, 1972; it had no acres on hand as of that date.

<sup>a</sup>These acres were transferred to a regional water management district within Florida.

Source: The Trust for Public Land.

As tables IV.1 to IV.3 show, the three nonprofit organizations transferred about 3.2 million acres to federal, state, or local governments or to other conservation organizations or individuals through sales, donations, or exchanges during the 30-year period.

# Objectives, Scope and Methodology

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The Chairman of the House Committee on Resources and Representative Richard Pombo asked us to obtain information on the

- changes in federal land ownership and the number of acres with limitations on their use;
- means by which the federal government acquires land, and the acreage it plans to acquire;
- federal acreage where hunting and other activities are not allowed;
- number of privately owned acres subject to federal regulatory control; and
- number of nonfederal acres to which the federal government has obtained rights-of-use, such as easements.

In addition, the Committee asked us to obtain information on the acreage

- held in trust for individual Indians and Indian tribes,
- owned by 13 western states, and
- involved in the land transactions of nonprofit organizations.

To fulfill these objectives, we interviewed officials and obtained and reviewed relevant documents and other data from five agencies—the U.S. Department of Agriculture’s Forest Service and the Department of the Interior’s Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs. We also obtained computerized data files from the agencies and agencies’ reports on the lands they managed. As agreed with the requesters’ offices, we did not verify the completeness, accuracy, and reliability of the data maintained in the agencies’ databases. Such verification would require a significant investment of time and resources because the database contained an immense volume of data. We did, however, take steps to reconcile inconsistencies in the data contained in the agencies’ computerized data files and printed reports. We interviewed senior-level land management officials at each of these agencies’ headquarters as well as at selected field locations.

We were unable to identify credible sources of data on how much private property is subject to federal regulatory controls. Hence, we limited our review to information on the extent to which wetland determinations under the Clean Water Act and critical habitat designations under the Endangered Species Act have affected private lands. The results of this work are limited because data were unavailable.



To determine the number of acres owned by the states, we identified 12 western states—Alaska, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming—where the federal government owns at least 25 percent of the state’s acreage. In addition, we were asked to include Texas. We sent a survey to the official in each state who was responsible for managing the state’s land. When the data were not centrally located, we contacted other state officials within these states for information on acreage. State officials in most of the states said that the number of acres was estimated or derived from the best available data.

We obtained information on the acreage that three nonprofit conservation organizations—the Nature Conservancy, The Conservation Fund, and The Trust for Public Lands—had acquired and transferred to federal, state, and/or local governments and others. We selected these organizations because they were the nonprofit organizations that had transferred the most acreage to one or more of the four federal land management agencies during the 1990s.

We attempted to use the statistics published by the General Services Administration on the acreage managed by each federal agency<sup>1</sup> but found that these data were not current or reliable.

This report does not include information on U.S. territories, insular possessions, or the District of Columbia.

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<sup>1</sup>See the General Service Administration’s report entitled Summary Report of Real Property Owned by the United States Throughout the World, as of September 30, 1992 (Sept. 1994).

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