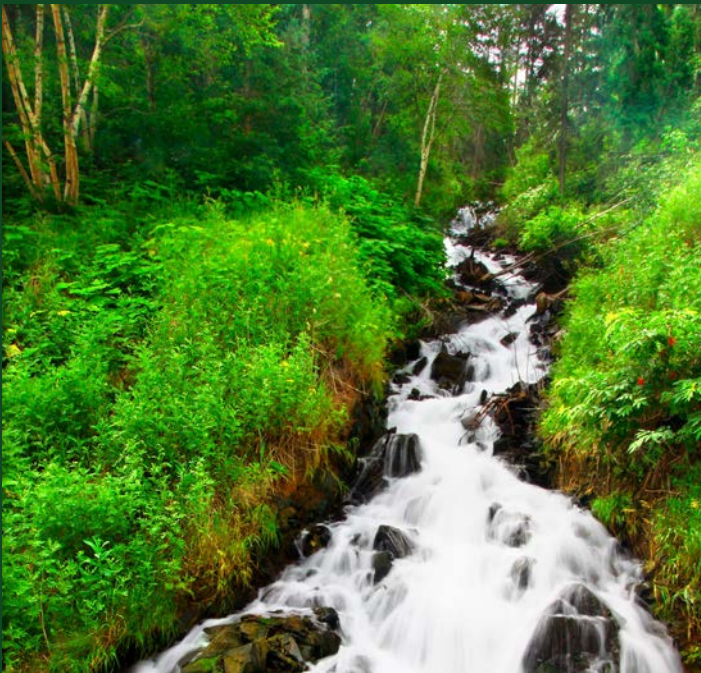




United States
Department of
Agriculture

Fiscal Year 2015 Budget Overview



Forest
Service

March 2014



USDA Forest Service Snapshot

- The Forest Service manages 193 million acres in 44 States and territories representing 30 percent of all federally owned lands.
- There are 155 national forests, 20 national grasslands and seven national monuments managed by the Forest Service.
- Seven research units, including the Forest Products Laboratory and the International Institute for Tropical Forestry employ more than 500 scientists working at the forefront of natural resource and social science to improve the health and use of our Nation's forests and grasslands.
- Scientists, engineers and cartographers staff and operate two Technology and Development Centers, 81 Experimental Forests, and a Geospatial Service and Technology Center in support of scientific advances in resource management.
- The Forest Service manages 28 Job Corps Civilian Conservation Centers in 18 states with a capacity to house, educate, and train over 6,200 young Americans. Students can complete their GED or high school diploma, take college classes and get training in more than 30 occupations.
- The Forest Service manages 440 wilderness areas, encompassing more than 36 million acres of rare, wild lands for the American people, today and in the future.
- The Forest Service employs approximately 35,000 scientists, administrators, and land managers.
- Working with partners, Forest Service programs restored or enhanced more than 4.7 million acres of public and private forest lands in FY 2013, making them more resilient to the effects of wildfire.
- Various activities on Forest Service lands contribute more than \$36 billion to America's economy each year supporting nearly 450,000 jobs.

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Introduction

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

The Budget calls for a fundamental change in how wildfire suppression is funded in order to reduce fire risk, manage landscapes more holistically, and increase resiliency of the Nation's forests and rangelands and the communities that border them. With the cost of suppression having grown from 13 percent of the agency's budget just 10 years ago to over 40 percent in 2014, it is clear that the cost of wildland fire suppression is subsuming the agency's budget and jeopardizing its ability to implement its full mission. Given growth in the number and severity of fires in recent years, and the frequency of catastrophic fires that risk life and property, combined with an ever expanding wildland urban interface (WUI), suppression costs have exceeded amounts provided in annual appropriations in most years requiring FS to transfer funds from other programs to cover those costs. The lost momentum of critical restoration programs as fire transfers deplete the budget by up to \$500 million annually is felt across critical programs nationwide and exacerbates the frequency and intensity of fires in future years.

The Budget proposes a new and fiscally responsible funding strategy that recognizes that catastrophic wildland fires should be considered disasters, funded in part by additional budget authority provided through a wildfire suppression cap adjustment. In 2015, the budget proposes discretionary funding for wildland fire suppression at a level equal to 70 percent of the estimated 10-year average suppression costs, which reflects the level of spending associated with suppression of 99 percent of wildfires. In addition, the budget includes up to \$954 million to be available under a disaster funding cap adjustment to meet suppression needs above the base appropriation. This strategy provides increased certainty in addressing growing fire suppression needs, better safeguards non-suppression programs from transfers that have diminished their effectiveness, and allows us to stabilize and invest in programs that will more effectively restore forested landscapes, treat forests for the increasing effects of climate change, and prepare communities in the WUI to avert and minimize the destruction of future wildfires.

Further, the agency has made great progress in its continued focus on risk-based decision-making when responding to wildfires, and in 2015 will continue this important work to better inform decision makers on the risks and trade-offs associated with wildfire management decisions. The

Budget also furthers efforts to focus hazardous fuels treatments in the WUI in areas that are identified in Community Wildfire Protection Plans and are highest priority, with plans to focus hazardous fuels treatments to reduce the risk of catastrophic fire on over 1.4 million WUI acres.

The Administration's proposal to address catastrophic fire risk and increasing costs of wildland fire suppression has a significant impact on the Forest Service budget and is the basis for the FY 2015 President's Budget proposal for the Forest Service.

Administration Initiatives

Opportunity, Growth, and Security Initiative

In December 2013, the Bipartisan Budget Act of 2013 (BBA) was enacted which replaced reductions in FY 2013 from sequestration with longer-term reforms. The President's Budget adheres to the BBA's discretionary funding levels for 2015. In addition, the President's FY 2015 Budget Request includes a separate \$56 billion Opportunity, Growth, and Security Initiative (OGS Initiative) that is offset with spending reductions and tax reforms. In FY 2015, the OGS Initiative is designed to spur economic progress, promote opportunity, and strengthen national security through additional discretionary investments.

The OGS Initiative includes two programs for the Forest Service. One program provides \$18 million for Research and Development and will focus on energy security and national economic stability while simultaneously addressing our conservation and restoration goals. Another program provides \$61 million for Facilities and Trails to provide essential infrastructure maintenance and repair to sustain the benefits of existing infrastructure as domestic investments to grow our economy.

Centennial Land Management Investment Fund

As part of the President's Opportunity, Growth, and Security Initiative and a permanent legislative proposal, the Forest Service will have the opportunity to compete for conservation and infrastructure project funding included within the Centennial initiative. The Centennial initiative supporting the 100th Anniversary of the National Park Service features a competitive opportunity for the public lands management bureaus within Interior and the Forest Service to address conservation and infrastructure project needs. The program will be managed within Interior's Office of the Secretary in conjunction with the Department of Agriculture with clearly defined project criteria. The Administration proposes \$100 million as part of the Opportunity, Growth and Security Initiative and \$100 million a year for three years as part of a separate legislative proposal.

Investing in Climate Resilience

The President believes that we must do more to help communities across the country become more resilient to the effects of climate change. Recent events have reinforced our knowledge that our communities and economy remain vulnerable to extreme weather and natural hazards. For that reason, the President's 2015 Budget will include a new \$1 billion Climate Resilience Fund. Through this fund, the President proposes that we:

- Invest in research and unlock data and information to better understand the projected impacts of climate change and how we can better prepare our communities and infrastructure. The Forest Service R&D will play an important role in climate resiliency research.
- Help communities plan and prepare for the impacts of climate change and encourage local measures to reduce future risk.
- Fund breakthrough technologies and resilient infrastructure that will make us more resilient in the face of changing climate.



Lush forest surrounds the mouth to Anan Creek, Tongass National Forest. Located 27 miles, Southeast of Wrangell, Alaska, and only accessed by boat or floatplane, its salmon run attracts brown and black bears and is the home to a popular Forest Service bear viewing platform.

Forest Service Overview

Our mission at the Forest Service is to sustain the health, diversity, and productivity of the Nation's forests and grasslands to meet the needs of present and future generations. We help Americans use and enjoy the lands and waters that belong to them as citizens of the United States as well as serving international visitors. The Forest Service manages a system of national forests and grasslands 193 million acres in 44 States and Puerto Rico, an area almost twice the size of California. These lands entrusted to our care provide some of the richest resources and most breathtaking scenery in the Nation, as well as drinking water for millions of Americans, along with hundreds of thousands of jobs. Thousands of communities across the Nation depend on the national forests for their social well-being and economic prosperity.

As the Nation's leading forestry organization, we also serve Americans in other ways. The Forest Service was founded in 1905 to help spread the spirit of conservation across the land. To that end, we support the sustainable stewardship of more than 600 million acres of non-federal forest land across the Nation, including 423 million acres of private forest land, 69 million acres of State forest land, 18 million acres of Tribal forests, and over 100 million acres of urban and community forests. Through our commitment to sustainable forest management, we help Americans from all walks of life use their lands while caring for them in ways that benefit them, their families, their communities, and the entire Nation for generations to come. In addition, we maintain the largest forestry research organization in the world, with more than a century of discoveries in such areas as wood and forest products, fire behavior and management, and sustainable forest management. Land managers across the Nation use the results of our research to conserve forests, ensuring that they continue to provide a full range of benefits, both now and for generations to come. In an age of global interconnectedness, we also support the sustainable stewardship of forests around the world. We have provided critical research and technical assistance to people in more than 80 countries.

Value of the Forest Service

America's forests, grasslands, and other open spaces are integral to the social, ecological, and economic well-being of the Nation. The Forest Service plays a vital role in providing public benefits and services such as clean air, clean water, minerals and energy, and fertile soils for supporting timber, forage, carbon storage, food and fiber, fish and wildlife habitat, and opportunities for outdoor recreation. We deliver a valuable service to the public by restoring and improving forest, grassland, and watershed health; by producing new knowledge through our research; and by providing financial and technical assistance to partners, including private forest landowners.

Jobs and Economic Activity

The benefits from Forest Service programs and activities include jobs and economic activity, especially in rural areas where other sources of employment and economic growth might be few.

Jobs and economic benefits stem not only from public use of the national forests and grasslands, but also from Forest Service management activities and infrastructure investments.

In fiscal year (FY) 2012, for example, the Forest Service conducted an analysis of its economic contribution to the United States, and found that the various activities on the National Forest System (NFS) in FY 2011 contributed over \$36 billion to America's gross domestic product, and support nearly 450,000 jobs¹. Over 68 percent of the contribution to the economy was associated with hunting, fishing, and other forms of outdoor recreation; generation of energy, minerals, and traditional forest products; and livestock grazing. More than 26 percent was tied to agency expenditures, such as for restoration treatments—activities designed to restore to a healthy condition damaged or degraded forests, rivers, and other ecosystems. Of the remaining five percent, about half came from payments to States and counties to support schools, roads, and other government services. The rest came from other expenditures, such as operating Job Corps centers and Federal Highway Administration programs on forest roads.



Skiing at one of the 122 ski areas located within National Forests. The Forest Service averages 23 million visits annually to ski areas, which has contributed \$3 billion to local economies annually and created approximately 65,000 full-time, part-time, and seasonal jobs (*National Visitor Use Monitoring Results, National Summary Report*; May 20, 2013).

¹ USDA Forest Service, March 2013. Chief Tidwell comments before the House Committee on Agriculture, Subcommittee on Conservation, Energy and Forestry, March 13, 2013; and National Visitor Use Monitoring Results USDA Forest Service National Summary Report (Data collected FY 2007 through FY 2011).

Recreation, hunting, fishing, and wildlife viewing activities together account for more private sector jobs than any other activity on the NFS. The associated visitor spending supports local businesses that provide guides, outfitting, transportation, food and lodging, and other services. Outdoor recreation on the NFS supports about 205,000 jobs, contributing about \$13.6 billion to the Nation's gross domestic product each year.¹

The generation of forest products on the NFS supports about 42,000 jobs. Each year, it contributes about \$3 billion to America's gross domestic product. Respectively, livestock grazing and minerals/energy production account for about 19,500 jobs and 56,000 jobs, contributing about \$900 million and almost \$8 billion to the Nation's economy each year.¹ Especially in rural areas, these uses and associated activities on the NFS deliver sustained social and economic benefits to thousands of communities.

The Forest Service's creation of jobs and economic opportunities is not limited to rural areas. Through Job Corps and other programs, we provide training and employment for America's urban youth, and we help veterans transition to civilian life. Our Urban and Community Forestry Program has provided jobs and career-training opportunities for underemployed adults and at-risk youth through activities such as tree care and riparian corridor restoration (the recovery of areas adjacent to a river or stream).

Forest Service investments in research and development also create jobs. In his state of the union address for 2014, the President put it this way: "We know that the nation that goes all-in on innovation today will own the global economy tomorrow. This is an edge America cannot surrender." He called for more Federally funded research to help lead to the ideas and inventions that will drive tomorrow's economy, pointing out that "one of the biggest factors in bringing more jobs back is our commitment to American energy." Accordingly, a top priority for Forest Service researchers is developing wood-to-energy technologies.

The Forest Service leverages taxpayer funds by engaging a wide range of partners who contribute to investments in land management projects and activities. In FY 2013, for example, we entered into more than 8,200 grants and agreements with partners who made a total of about \$540 million in cash and noncash (in-kind) contributions. Combined with our own contribution of nearly \$730 million, the total value of these partnerships was over \$1.27 billion.

In fact, the total value of our grants and agreements surpassed the value of our contracts for the acquisition of goods and services for the direct benefit of the Forest Service. The growing value of grants and agreements demonstrates the increasing importance of partnerships in fulfilling the Forest Service mission. Many of these partnership projects were accomplished by volunteers. In FY 2013, more than 101,000 volunteers contributed 3,855,000 service hours valued at \$85 million. Their hourly contributions were equal to 1,853 full-time equivalent (FTE) employees (2,080 hours per FTE).



Juqita Krilaviciute works the soil on the Colorado Vail Resorts Hayman Restoration Project in the Trail Creek drainage area. This is a three year \$75,000 partnership with the Forest Service and the Rocky Mountain Field Institute to restore lands damaged by the 2002 Hayman Wildfire.

Other Benefits from Forest Service Programs

Noncommercial uses provide an array of crucial benefits and services to the American people. For example, many Tribal people use the national forests and grasslands for hunting, fishing, and gathering wild foods and other materials for personal use. Tribes also use sacred sites on NFS lands for ritual and spiritual purposes.

Although it is difficult to estimate the cash value of most noncommercial services, the value can often be quantified in other ways, as the following examples show.

- *Recreation opportunities.* The national forests and grasslands attract about 160 million visits per year. Fifty-five percent of our visitors identified that they engage in a strenuous physical activity. Studies have shown that outdoor activities, particularly in natural settings, contribute to health and well-being by reducing stress and increasing fitness, thereby lowering our Nation's health care costs.

- *Water.* More than half of our Nation's freshwater flows from public and private forest lands,² and about 60 million Americans rely on drinking water that originates on NFS lands.³ Forest Service land management, combined with Forest Service assistance to private landowners, helps protect the single greatest source of drinking water in the Nation.
- *Education opportunities.* More than 83 percent of Americans live in metropolitan areas, where opportunities to experience nature are often fewer than in rural areas. The Forest Service has an array of programs designed to get people into the woods, especially children. Each year, we reach an average of more than 5 million people with conservation education programs.

We support sustainable forest management on all of the Nation's forests through our Research and Development and State and Private Forestry programs.

Forest landowners of all kinds benefit from our forest-related research, as does anyone who buys products made from wood. Through our Forest Inventory and Analysis program, for example, we report on conditions such as volume, productivity and health, as well as recent trends on both public and private forest land in the United States. Policymakers use the information to make better decisions regarding the Nation's natural resources. Researchers at our Forest Products Laboratory develop everything from better building materials to baseball bats to high-value products from wood-derived nanomaterials. They have always been on the cutting edge of research in wood products, giving America's forest products industry an edge by lowering production costs and opening new markets for the next generation of wood products, including wood-to-energy. Our research and development bring all kinds of benefits to the American people, improving their quality of life.

More than 50 percent of the Nation's forests—over 420 million acres—are privately owned. Working with the State Foresters, we help State forest managers and private forest landowners sustainably manage America's working forests. We have more than 100 years of strong cooperative partnerships with the States.

Through our Forest Health Management program, for example, we monitor and assess forest health conditions on all lands nationwide, both public and private, tracking outbreaks of insects and disease and providing funds for treating areas at risk. We help reduce financial losses to State and local governments as well as to private landowners; a 2011 study found that the cost of invasive forest insects to local governments alone is on average more than \$2 billion per year, and residential property value loss due to forest insects averages \$1.5 billion per year.⁴ Our

² USDA Forest Service. 2007. Assessment of the status and trends of natural resources from U.S. forest and range lands. FS-875. Washington, DC: USDA Forest Service.

³ Sedell, J.; Sharpe, M.; Apple, D.D.; Copenhagen, M.; Furniss, M. 2000. Water and the Forest Service. FS-660. Washington, DC: USDA Forest Service.

⁴ Aukema, J.E.; Leung, B.; Kovacs, K.; [et al.]. 2011. Economic impacts of non-native forest insects in the continental United States. PLoS ONE 6(9): e24587. doi:10.1371/journal.pone.0024587.

Slow the Spread program has reduced the spread rate of gypsy moth by 60 percent, with a benefit-to-cost ratio of 3:1. Without the program, about 50 million more acres would be infested, resulting in the need for larger and more costly treatment needs in the future.

Through our Forest Stewardship Program, we help private forest landowners develop comprehensive plans for managing their forests for a variety of products and services. We also help cities, suburbs, and towns across the country plant and maintain community trees and forests. Our Urban and Community Forestry Program has helped to sustain urban trees and forests in communities where over 196 million people live. We work with partners in all 50 States as well as the District of Columbia, Virgin Islands, Puerto Rico, and other Territories.

America benefits from investments in its green infrastructure, and Americans from all walks of life and every demographic group can participate. Our goal at the Forest Service is to ensure the ability of our Nation's forests and grasslands to deliver a full range of jobs and benefits, both now and for generations to come.

Challenges to Conservation

Our Nation's ability to protect its forest and grassland resources is now at risk due to drought, invasive species, uncharacteristically severe wildfires, and uncharacteristically severe outbreaks of insects and disease. Such stresses and disturbances are affecting America's forests, grasslands, and watersheds on an unprecedented scale.

The sheer scale of the challenges is daunting. Twenty-seven percent of all forest-associated plants and animals in the United States, a total of 4,005 species, are at risk of extinction.⁵ Habitat degradation is the main reason, affecting 85 percent of all imperiled species. Many species are also threatened by nonnative invasive species, which affect 49 percent of all imperiled species.⁶ Although biodiversity remains exceptionally high on the national forests and grasslands, habitat degradation and invasive species are serious threats.

For example:

- Invasive weeds such as kudzu, cheatgrass, leafy spurge, and spotted knapweed have infested about six million acres on the NFS, an area the size of Massachusetts.
- The Forest Service's Watershed Condition Framework, completed in 2011, indicated that 48 percent of the watersheds on the NFS had low to moderate functional integrity. Functionality was actually impaired in only three percent of the watersheds, but it was at risk in 45 percent.⁷

⁵ USDA Forest Service. 2011b. National report on sustainable forests—2011. FS-979. Washington, DC: USDA Forest Service.

⁶ Wilcove, D.S.; Rothstein, D.; Dubow, J.; [et al.]. 2000. Leading threats to biodiversity: What's imperiling U.S. species. In: Stein, B.A.; Kutner, L.S.; Adams, J.S., eds. Precious heritage: The status of biodiversity in the United States. Oxford, UK: Oxford University Press: 239–254.

⁷ Forest Service, United States Department of Agriculture, *Watershed Condition Framework*, May 2011.

- Forest density and homogeneity, coupled with changes in climate, have created conditions for severe outbreaks of western forest pests. Mountain pine beetle is the main culprit, but other bark beetles as well as western spruce budworm have contributed to forest mortality. On the national forests alone, the area affected has reached 32 million acres.

In 2012, the Forest Service estimated that 65 to 82 million acres on the NFS overall were in need of fuels and forest health treatments—up to 42 percent of the entire system. The need for these treatments, in conjunction with severe drought, has resulted in extreme fire weather and very large fires and fire seasons. Since 2000, at least 10 States have had their largest fires on record, and some have had their records broken more than once.

In 2000, for the first time since the 1950s, more than 7 million acres burned nationwide; in 2012, more than 9 million acres burned, and 2013 saw the largest fire ever recorded in the Sierra Nevada—and a devastating blaze in Arizona that killed 19 highly experienced firefighters. Forest Service scientists predict that fire seasons could return to levels not seen since the 1940s, reaching 12 to 15 million acres annually.

The spread of homes and communities into areas prone to wildfire is an increasing management challenge. From 2000 to 2030, the United States could see substantial increases in housing density on 44 million acres of private forest land nationwide, an area larger than North and South Carolina combined.⁸ More than 70,000 communities are now at risk from wildfire, and less than 15,000 have a community wildfire protection plan or an equivalent plan.⁹

Growth and development are also reducing America's forest habitat and fragmenting what remains. From 2010



Lodgepole pine stand killed by mountain pine beetle on the Wallowa-Whitman National Forest in Oregon. Photo by Dave Powell, USDA Forest Service.

⁸ USDA Forest Service. 2005. Forests on the edge: Housing development in America's private forests. PNW-GTR-636. Portland, OR: Pacific Northwest Research Station.

⁹ USDA Forest Service. 2012. National Fire Plan Operations and Reporting System.

to 2060, the United States is expected to lose up to 31 million acres of forest overall, an area larger than Pennsylvania.¹⁰ In 2012, the Forest Service cross-mapped two challenges—increased housing density and pressure from insects and disease. We found areas at high risk of critical habitat loss in locations all across the country, including the Northern Rockies and Northern Cascades, much of the Upper Midwest, and most of the eastern seaboard.

Forest Service Response

To meet the daunting challenges ahead, the FY 2015 President's Budget for the Forest Service focuses its efforts in three key areas: restoring resilient landscapes, building thriving communities, and managing wildland fires. With this budget proposal, the Forest Service will also implement cultural initiatives and cost savings measures to achieve a safer and more inclusive organization that can deliver the maximum benefit to the taxpayer at the least cost.

The President's proposed overall budget for discretionary funding for the Forest Service in FY 2015 is \$4.8 billion. This is a 2.6 percent decrease from the discretionary funding of \$4.9 billion for FY 2014 (excluding \$600 million received in FY 2014 to repay money transferred to cover fire suppression expenses in FY 2013).

Restoring Resilient Landscapes

Our approach to ecological degradation is ecological restoration. Restoration is accomplished with partners across shared landscapes to ensure that the Nation's forests and grasslands are healthy and resilient—to protect and restore their ability to deliver social, economic, and ecological values and benefits that Americans want and need, both now and for generations to come.

What Is Restoration?

By restoration, we mean restoring the functions and processes characteristic of healthier, more resistant, more resilient ecosystems, even if they are not exactly the same systems as before. Reforestation, habitat enhancements, invasive species control, hazardous fuels treatments, watershed restoration, forest disturbance research, and other measures can help to make an ecosystem more resilient and more capable of delivering benefits that people want and need, such as protecting water quality and quantity for communities, providing healthy and varied recreational opportunities, sequestering carbon in forests and grasslands, minimizing erosion and maintaining healthy soils, providing sustainable fuels and building materials, providing animal fodder, while supporting diverse populations of native fish and wildlife.

¹⁰ USDA Forest Service. 2012. Future scenarios: A technical document supporting the Forest Service 2010 RPA assessment. RMRS-GTR-272. Fort Collins, CO: Rocky Mountain Research Station.

Outcomes and Means

Our restoration efforts are guided by two desired outcomes: (1) forest and grassland ecosystems that are more adaptable to changing conditions, especially when faced with severe natural or human-induced disturbances; and (2) resilient forests and rangelands that provide multiple benefits to people, including clean air, forest products, clean drinking water for communities, abundant habitat for wildlife and fish, and renewable energy from biomass. We will achieve these outcomes by:

- accelerating the pace of restoration and generating forest products through active forest management in collaboration with a broad set of partners;
- using the best science as the foundation for sustainable forest management at a landscape scale (meaning across broad watersheds and multiple landownerships);
- protecting and enhancing fish and wildlife habitat and watershed health through a range of activities, including forest restoration, sustainable range management, measures against invasive and native pest treatments, and road and trail maintenance and restoration; and
- guiding our efforts through a continuous cycle of assessments, project implementation, and adaptation based on new information from leading-edge research, improved planning, and multiparty monitoring.

Key Performance Measures

How do people know whether our restoration efforts have succeeded in achieving the outcomes we want? The answer is partly qualitative. When people visit a forest or grassland and find what they expect—healthy, flourishing landscapes, with plenty of clean water, habitat for native fish and wildlife, and more—then we have done our job.

But a few quantitative measures can help to indicate that we are on the right path. They include:

- the number of watersheds moved to an improved condition class (which helps us track the success of our management actions and efforts under our Watershed Condition Framework);
- the area of forest land, both public and private, restored or enhanced each year; and
- the volume of timber sold each year (mostly as byproduct from restoration treatments).

Programs, Initiatives, and Proposed Changes

The Forest Service has a wide array of restoration-related programs and initiatives across our deputy areas for NFS, State and Private Forestry, and Research and Development. Restoration is most effective when we work with partners across shared landscapes to reach long-term goals for healthy, resilient ecosystems. The Forest Service's traditional budget structure is oriented toward short-term outputs in discrete functional areas. In FY 2012, Congress

authorized the Forest Service in three regions to pilot test a combination of multiple budget line items into a single line item for ***Integrated Resource Restoration***.

By folding together funds from five budget line items (Wildlife and Fisheries Management, Vegetation and Watershed Management, Forest Products, Non-wildland urban interface (WUI) Hazardous Fuels, and Legacy Roads and Trails), the new budget line item allows the Forest Service to better integrate and align watershed protection and restoration into all aspects of our management. Integrated Resource Restoration is a collaborative, holistic approach to restoring forest and grassland health and resilience across large landscapes. Through Integrated Resource Restoration, we are accelerating the pace of restoration and job creation by integrating activities such as hazardous fuels reduction, road decommissioning, removal of barriers to fish passage, and more. Outcomes include reducing risk from fire, insects, and disease; maintaining clean drinking water for communities; restoring degraded watersheds, landscapes, and wildlife habitat; and supporting more local jobs and economic opportunities.

Results from the pilot program consistently show that budget planning is simpler; that managers have more flexibility, partly because programs are better integrated; that it is easier to establish goals and set priorities; and that operational efficiencies are greatly improved, encouraging more partners to get involved.¹¹ In FY 2013, our integrated efforts sustained or restored almost 880,000 acres of forest and grassland while decommissioning 620 miles of road, restoring 987 miles of stream habitat, and substantially improving conditions across six entire watersheds.

In view of pilot program success, we propose fully implementing Integrated Resource Restoration across the entire Forest Service in FY 2015. We propose a national Integrated Resource Restoration budget line item of \$820 million.

The ***Collaborative Forest Landscape Restoration Program (CFLRP)*** was created in 2009 to restore high-priority forested landscapes, improve forest health, promote job stability, create a reliable wood supply, and reduce firefighting risks across the United States. After the program was created, the Secretary of Agriculture evaluated collaboratively developed project proposals, selecting 23 large-scale projects for 10-year funding.

The projects are mostly on NFS land, but also on adjacent private and other lands. They support an array of restoration activities, including reducing hazardous fuels, restoring watershed function and resilience, and improving forest vegetation and wildlife habitat. They help local economies by creating and maintaining jobs in rural communities, generating commercial timber and biomass for energy production, and restoring forest health while reducing the need for fire suppression in overgrown forests. The collaborative nature of the program ties communities to local forest landscapes, engaging them in the work needed to restore the surrounding landscapes and watersheds. Under the program, our public-private partnerships are leveraging new resources to support the Forest Service's restoration goals.

¹¹ USDA Forest Service. 2013. Integrated resources restoration: FY 2012 report. Washington, DC.

All of the projects funded through the CFLRP are on track to meet their 10-year goals, which include fuels and forest health treatments on more than 4 million acres and 3.4 billion board feet of timber production. By FY 2019, the projects will also restore 1.6 million acres of wildlife habitat and 3,000 miles of streams. The FY 2015 President's Budget proposes increased authority in this successful program by spending \$60 million to continue implementation of the

Restoring Healthy, Resilient Landscapes

Most of America's landscapes are adapted to disturbances such as storms and wildfires and readily recover. Due to the effects of a changing climate and other factors, conditions have changed. Disturbances can be so severe that forest recovery is threatened. The Forest Service is working through partnerships and collaboration to restore healthy, resilient forested landscapes.



View from the Ocoee Scenic Byway, Ocoee Ranger District, Cherokee National Forest

current 23 projects and to expand this successful program to include new projects. To date, the 23 CFLRP projects have improved 588,461 acres of wildlife habitat while generating 814 million board feet of timber and 1.9 million green tons of biomass for generating energy and other uses.

The Forest Service is implementing a *new land management planning rule* for the NFS, finalized in 2012. The rule governs how land management plans are written for the national

forests and grasslands. Half of all units on the NFS have plans that are more than 15 years old. Timely and successful forest plan revision is key to meeting the Forest Service's contemporary land management challenges. The new planning rule promotes collaborative, science-based planning as well as monitoring and assessment across shared landscapes. The new rule requires an integrated approach to forest plan preparation and multilevel monitoring of outcomes, which will allow for adaptive management, improve project implementation, and facilitate landscape scale restoration. The Forest Service is improving its environmental analyses under NEPA. Three restoration-related categorical exclusions to promote hydrologic, aquatic, and landscape restoration were approved in 2013; learning networks are established within the agency to promote adaptive management, focused environmental assessments, and iterative environmental impact statements; and "Electronic Management of NEPA" (eMNEPA) investments have reduced administrative workload by \$7 million per year from 2005 to 2010 and are projected to save \$17 million through 2014. Implementing the new planning rule and improving NEPA will help land managers focus on collaborative watershed restoration while promoting jobs and economic opportunities in rural communities.

We propose consolidating two budget line items (Land Management Planning, and Inventory and Monitoring) under a new ***Land Management Planning, Assessment, and Monitoring Program***. Consolidation would provide the flexibility we need to meet the 2012 planning rule requirements. We propose a funding level of \$183.9 million, \$4.8 million less than the FY 2014 Consolidated Appropriations Act.

Providing access to NFS lands is a vital part of our job. We need a functioning system of roads, bridges, and trails, not only to get restoration work done, but also to provide opportunities for outdoor recreation. Our ***Roads and Trails Programs*** are designed to meet these needs and restore watershed health by reducing erosion, improving habitat connectivity, and minimizing fragmentation of habitats for native fish and wildlife.

Restoration needs are not limited to forest land. Almost half of the NFS, some 90 million acres, is comprised of grassland, open woodland, and other ecosystems with vegetation for livestock grazing. Many of these lands are degraded, often overgrown by invasive plants such as leafy spurge or pinyon/juniper. Our ***Grazing Program*** is designed in part to restore or rehabilitate depleted rangelands. These lands are vitally important for rural communities, and their restoration helps to sustain working ranches and keep them from being converted to developed uses.

Restoration extends to abandoned mined lands. There are up to 39,000 abandoned mines on the NFS, including up to 26,000 abandoned hardrock mines. Thousands of these abandoned mines require environmental cleanup or safety mitigation work. Since 1998, our ***Minerals and Geology Management Program*** has mitigated more than 4,000 safety hazards and cleaned up hazardous substances at more than 450 sites.

Another Forest Service program with a restoration emphasis is the **Forest Health Management Program**. Under the program, we conduct risk mapping and surveys to identify the areas at greatest risk from insects and disease, including invasive species such as gypsy moth, emerald ash borer, and white pine blister rust. In identifying the areas at greatest risk and deciding on how to respond, we work on Federal lands and with the States, in part by utilizing the State Forest Action Plans. We also work with the Animal and Plant Health Inspection Service in USDA to coordinate the funding and messaging needed to address specific threats. We propose \$58.9 million for Forest Health Management – Federal Lands and \$45.7 million for Forest Health Management – Cooperative Lands for a total of \$104.6 million.

A key purpose of restoration is providing for outdoor recreation, by far the biggest use of the national forests and grasslands. Through our **Recreation, Wilderness, and Heritage Program**, the Forest Service is dedicated to sustaining and restoring the landscapes and facilities that tens of millions of recreational visitors use and enjoy each year. We manage more than 36 million acres of wilderness areas on the NFS, sustaining and restoring the special “untrammeled” character that Americans expect on these lands. We also protect 4,910 miles of congressionally designated wild and scenic rivers. We restore infrastructure such as roads, trails, and campgrounds to protect watershed function and water quality, foster high-quality recreational



The Wayne National Forest and several partners continued their commitment to reintroduce the American Burying Beetle in Ohio. Among the partners joining the Forest Service and Fish and Wildlife Services are the Ohio Department of Natural Resources, Division of Wildlife, Ohio State University, the St. Louis Zoo; and the Cincinnati Zoo and Botanical Gardens.

experiences, and promote the physical and mental health and well-being of our visitors.

In February 2011, President Obama launched the America's Great Outdoors Initiative, setting forth a comprehensive agenda for conservation and outdoor recreation in the 21st century. The initiative challenges the American people to work together to find lasting conservation solutions, based on the premise that protecting America's natural heritage is a goal shared by all. In tandem with the President's initiative, Secretary of Agriculture Vilsack outlined an All Lands vision for conservation. He called for partnerships and collaboration to reach shared goals for restoring healthy, resilient forested landscapes across all landownerships nationwide.

In concert with the America's Great Outdoors Initiative and the All Lands vision for conservation, the Forest Service has launched an initiative to accelerate restoration across shared landscapes. The **Accelerated Restoration Initiative** builds on Integrated Resource Restoration, the Collaborative Forest Landscape Restoration Program, the 2012 planning rule, and other restoration-related programs and initiatives to pick up the pace of ecological restoration while creating more jobs in rural communities. Our collaborative, holistic approach to restoring forest and grassland health relies on the State Forest Action Plans and the Forest Service's own **Watershed Condition Framework** to identify high-priority areas for restoration treatments. Through the Accelerated Restoration Initiative, the Forest Service has increased restoration treatments to sustain or restore watershed function and resilience across more than 2 million acres per year, with timber and biomass generated as a byproduct.

A key part of our restoration strategy is to address effects of climate change. Climate change is one of the drivers of drought, wildfire, insect outbreaks, and other threats to the health of the national forests and grasslands. Accordingly, we are taking climate change into account in our management actions by restoring the ability of forest and grassland ecosystems to resist climate-related stresses and recover from climate-related disturbances (adaptation) while sustaining the ability of forests and wood products to take up and store atmospheric carbon (mitigation). We are holding individual Forest Service units accountable for taking steps toward adaptation and mitigation through a system of **climate change score cards** that are completed and evaluated annually.

The Forest Service is also supporting accelerated restoration through our **Research and Development** deputy area. Through a collaborative effort with other Federal agencies as well as with State, local, and nongovernmental partners, we will sustain regional hubs for climate change adaptation and mitigation, delivering science-based knowledge and practical information to farmers, ranchers, forest landowners, and others to support decision making related to climate change.

We also have seven high-priority research areas, such as Watershed Management and Restoration, which is designed to support our focus on protecting and enhancing water resources. In our Bioenergy and Biobased Products research area, we are developing technology to sustainably produce woody biomass and convert it into liquid fuels, chemicals, and other high-value products. For example, our Forest Products Laboratory is working with the Gas

Technology Institute to develop low-value forest biomass as a replacement for coal used to generate electricity.

Wood-based nanotechnology can help researchers find new uses for wood, and the Forest Service is playing a lead role. In partnership with the forest products industry, we are developing science to commercialize nanocellulosic technologies to generate new high-value products, such as durable composites and paper that is stronger and lighter. Finding new and better uses for wood will help create new jobs and revenues through industrial development and expansion. Our research also focuses on the supply of woody biomass and processes for converting it into steam for heat and power to use in small local facilities.

We are also pursuing longer term strategic research. For example, our ***Forest Inventory and Analysis Program*** delivers the information we need to identify the most pressing threats to forested watersheds across the Nation. Through our national network of 81 experimental forests and ranges, the Forest Service has collected more than a century of data and records on most of America's forest types and many other ecosystems, providing a firm foundation for sustainable land management. We conduct long-term research in such areas as forest disturbances, climate change effects, fire and fuels, invasive species, wildlife and fish, and resource management and use. In all of our research, we are committed to delivering new knowledge and technologies to support sustainable forest and grassland management.

We propose an overall Research and Development budget of \$275.3 million, a decrease of \$17.5 million from the FY 2014 Consolidated Appropriations Act. We propose an additional \$18 million for research that invests in the Nation's future at regional and national levels. These investments, part of the President's Opportunity, Growth, and Security Initiative, will be in the areas of energy security and regional and national economic stability while simultaneously addressing our conservation and restoration goals. This research is an investment in our Nation's future; it will focus on forest management approaches, including approaches to managing urban forests. Research efforts will also be directed at expanding existing and developing new markets for the full range of forest based products including timber, low-value wood, and non-traditional timber products (e.g. food and medicinal products). This research will be used to generate jobs, increase the value of underutilized forest resources and create value for landowners while simultaneously reducing the cost of forest management and restoration activities and help forest owners maintain economically viable working forests.

Within the research funding, we propose \$66.8 million for Forest Inventory and Analysis, the same funding level as in FY 2014. We will continue to support annualized inventory in all 50 States (except the interior of Alaska) as well as the Territories of Guam, Puerto Rico, and the Virgin Islands.

Building Thriving Communities—Jobs and Public Services

Community-based forestry is embedded in Forest Service culture. From our very beginning more than a century ago, our line officers have lived and worked in the communities we serve. Local

forest supervisors and district rangers know local conditions and work with local communities to meet local needs.

What Does It Mean to Build Thriving Communities?

The Forest Service works to build thriving communities across the Nation by helping urban communities reconnect with the outdoors, by expanding the benefits that both rural and urban communities get from outdoor recreation, and by harnessing the many economic benefits that communities obtain from sustainable multiple-use management of the national forests and grasslands. We are a community-based organization that collaborates with local communities and national partners to get our work done. Our FY 2015 budget request emphasizes the role that communities play in sustaining the forests and grasslands around them and the benefits they provide.

Outcomes and Means

Our efforts to build thriving communities and provide jobs and public services are guided by three desired outcomes:

1. increased opportunities for economic expansion in forest- and grassland-dependent communities;
2. job creation in rural economies because of investments in ecological restoration and outdoor recreation; and
3. a citizenry that is informed about and connected to their natural heritage, that has ample opportunity to use and enjoy their national forests and grasslands.

We will achieve these outcomes by:

- protecting critical forest landscapes from conversion to developed uses and thereby maintaining rural jobs, bolstering rural economies and community infrastructure, and provide opportunities to connect rural populations to the outdoors;
- engaging urban communities in protecting and restoring America's 100 million acres of urban forests, home to 83 percent of the Nation's population;
- providing outdoor recreation opportunities for 160 million visits annually, supporting more than 200,000 recreation- and tourism-related jobs;
- contributing to healthy lifestyles and lowering health care costs by providing opportunities for outdoor activities;
- providing opportunities for commercial uses of the national forests and grasslands, supporting tens of thousands of jobs in livestock grazing, the forest products industry, energy and mineral production, and other areas of business;
- encouraging woody biomass utilization and delivering knowledge and innovative technologies for new market development for biomass and other forest products; and
- supporting critical energy and infrastructure projects such as energy pipelines, geothermal transmission, hydropower, and telecommunication infrastructure.

Key Performance Measures

How do we know whether our efforts have succeeded in building thriving communities and providing jobs and public services?

A few quantitative measures can indicate, though imperfectly, that we are on the right track:

- number of communities with urban and community forestry programs resulting from Forest Service assistance; and
- annual economic contribution of the national forests and grasslands in terms of both gross domestic product and number of jobs.

Programs, Initiatives, and Proposed Changes

For decades, the Forest Service has focused on protecting and restoring critical forested landscapes, not only on the national forests, but also on non-Federal lands. In response to the 2008 Farm Bill, all 50 States prepared comprehensive State Forest Action Plans identifying the forested landscapes most in need of protection and restoration. Based on the State plans, the Forest Service has been working with State and other partners to tailor our programs accordingly, applying our limited resources to the most critical landscapes.

In FY 2014, we began building on our successful State and Private Forestry Redesign initiative through a new program called ***Landscape Scale Restoration***. The program allows States to continue pursuing innovative, landscape-scale projects across the Forest Health Management, State Fire Assistance, Forest Stewardship, and Urban and Community Forestry programs without the limitation of a specific mix of program funding. The program is designed to capitalize on the State Forest Action Plans to target the forested areas most in need of restoration treatments while leveraging partner funds. We propose funding the new program at almost \$24 million.

We are also using the State Forest Action Plans to identify and conserve forests critical for wildlife habitat and rural jobs through our ***Forest Legacy Program***. Working through the States, we provide working forests with permanent protection by purchasing conservation easements from willing private landowners. As of February 2014, the Forest Legacy Program had protected more than 2.36 million acres of critical working forests, benefiting rural Americans in 42 States and Puerto Rico.

We propose \$53 million in discretionary funding for Forest Legacy, an increase of \$2 million from the FY 2014 Consolidated Appropriations Act. We are also requesting \$47 million in mandatory funds, from the Land and Water Conservation Fund, for a total of \$100 million. The increase is a key component of the President's America's Great Outdoors Initiative to conserve critical landscapes and reconnect Americans to the outdoors through reauthorizing the Land and Water Conservation Fund as fully mandatory funds in FY 2016.

In a similar vein, our **Land Acquisition Program** is designed to protect critical ecosystems and prevent habitat fragmentation. In accordance with the President's America's Great Outdoors Initiative, we worked with the U.S. Department of the Interior to establish a Federal interagency **Collaborative Landscape Planning Program**, designed to leverage our joint investments and coordinate our efforts to protect intact, functioning ecosystems across entire landscapes. Land acquisitions are a proven value for the taxpayer, making it easier and less expensive for people to access their public lands—and easier and less expensive for the Forest Service to manage and

Compañero Landscape Restoration – Carson National Forest

A prime example of Forest Service engagement in public-private partnerships for Integrated Resource Restoration is the Compañero Landscape project on the Carson National Forest. The project is the first priority watershed planned and implemented on the forest, and consists of four sub-watersheds, with ownership shared among the Jicarilla Apache Reservation, Bureau of Land Management, State of New Mexico, and private land owners. Treatment on over 500 acres has enhanced watershed response and terrestrial habitat conditions as well as decreased soil erosion and runoff. These outcomes reflect a vastly different vision than a unilateral effort by the Forest Service would normally produce, and has already led to more stabilized tributaries and an improved watershed condition.

restore the lands entrusted to our care. An analysis by The Trust for Public Land showed that every \$1 invested in Federal land acquisition returns \$4 to the taxpayer; taking returns beyond 10 years into account, the benefits are even greater.

The President's FY 2015 budget proposes \$51 million in discretionary funding for our Federal Land Acquisition program, an increase of \$7.5 million from FY 2014 Consolidated Appropriations Act. We also propose almost \$76.7 million in mandatory funding from the Land and Water Conservation Fund, for a combined total of \$127.7 million. The FY 2015 program targets include new measures for acres acquired or donated using mandatory funds and high-priority acres acquired or donated using mandatory funds. These mandatory funds are part of the President's proposed Land and Water Conservation Fund reauthorization with fully mandatory funds starting in FY 2016.

The vast majority of America's private forests, some 360 million acres, belong to small family forest landowners. Our **Forest Stewardship Program** is the only source of Federal help for family forest landowners interested in conserving their forests and improving their land management. We help them develop comprehensive forest stewardship management plans through various kinds of educational and technical assistance, and we provide access to other forms of assistance and incentives for sustainable forest management. The President's FY 2015 budget proposes \$23 million for this program.

Restoration-related work and investments on the NFS are providing jobs and community benefits. For example, **Integrated Resource Restoration** is promoting community involvement and collaboration in managing forests. The **Collaborative Forest Landscape Restoration Program** has created thousands of jobs through public-private partnerships for ecological

restoration, generating almost \$272 million in labor income¹². The 23 projects funded under the program have also had other community benefits, such as reducing fire danger on more than 600,000 acres and protecting water supplies by remediating or decommissioning 6,000 miles of eroding roads. Across all Forest Service programs, the generation of forest products from NFS lands contributes around \$2.7 billion annually to the national economy each year and supports over 42,000 jobs.

Part of the American heritage is livestock grazing, especially in the West. Livestock grazing on the national forests and grasslands contributes almost \$900 million to the national economy each year, employing more than 19,000 people. Most of the associated jobs are in small rural communities where other sources of employment are few.¹³ Our **Grazing Program** is designed in part to help keep the privately owned bottomlands that are so vital to fish and wildlife as working ranches—open and free from housing developments.

Through the Forest Service's **Landownership Management Program**, we are able to protect the public's interest in their national forests and grasslands through boundary management and administration of title claims and encroachments. We administer special use permits supporting a range of local jobs and meeting a range of local needs, such as for electricity and communications. We ensure that people benefit from public services associated with the NFS and from private and commercial uses of their public lands. The FY 2015 President's Budget proposes \$71.4 million for Landownership Management.

The national forests and grasslands are also rich in minerals and energy sources. The Forest Service's **Minerals and Geology Management Program** works with private enterprise to develop mineral and energy resources while providing jobs and protecting watersheds and ecosystems. In 2013, for example, Federal leases on the NFS generated \$2.1 billion worth of mineral and energy commodities in 26 States. Production from the leases earned over \$538 million in revenues for Federal and State governments. Mineral activity on the NFS contributes nearly \$8 billion to the Nation's gross domestic product each year, sustaining over 56,500 jobs, many in small rural communities. The President's budget proposal funds Minerals and Geology Management at \$70.6 million.

We are also helping communities use their wood resources for renewable energy. Through the Forest Service's **Woody Biomass Utilization Grants Program**, we are funding grants to develop community wood-to-energy plans and to acquire or upgrade wood-based energy systems and in FY 2013, State and Private Forestry awarded ten biomass grant awards totaling almost \$2.5 million to small businesses and community groups. In an interagency effort with the Rural Utilities Service, Rural Housing Service, and Rural Business Cooperative Service within USDA

¹² *People Restoring America's Forests: 2012 Report on the Collaborative Forest Landscape Restoration Program*. December 2012.

¹³ USDA Forest Service, March 2013. Chief Tidwell comments before the House Committee on Agriculture, Subcommittee on Conservation, Energy and Forestry, March 13, 2013; and National Visitor Use Monitoring Results USDA Forest Service National Summary Report (Data collected FY 2007 through FY 2011).

Rural Development and the Farm Service Agency, the USDA Wood to Energy Initiative synergistically facilitates achievement of the cooperating agencies' goals. The Forest Service leverages its small amount of grant funds with the Rural Development's grant and loan programs by providing subject matter expertise and technical assistance in the early stages of project development, so the proponents can successfully compete for Rural Development's loans and grants. Our goal is lower energy bills, greater rural prosperity, and better environmental outcomes overall.

Better environmental outcomes result, in part, from removing woody materials to restore healthy, resilient forested landscapes. Many of the materials we remove have little or no market value, and by finding new uses for them through our **Research and Development Programs**, we can get more work done, producing more jobs and community benefits. Our Bioenergy and Biobased Products Research Program is leading the way in researching wood-based energy and products. Through discoveries made at our Forest Products Lab, woody biomass can now be used to develop cross-laminated timber for building components such as floors, walls, ceilings, and more. Completed projects have included the use of cross-laminated panels for 10-story high-rise buildings.

Over 83 percent of America's citizens now live in urban areas. For most Americans, their main experience of the outdoors comes from their local tree-lined streets, greenways, and parks, not to mention their own backyards. Fortunately, America has over 100 million acres of urban forests, an area the size of California. Through our **Urban and Community Forestry Program**, the Forest Service has benefited more than 7,000 communities, home to 196 million Americans, helping people reap the benefits they get from trees, including energy conservation, flood and pollution control, climate change mitigation, and open spaces for improved quality of life.

The President's Budget request for FY 2015 for Urban and Community Forestry includes \$23.7 million, a decrease of \$4.4 million from the FY 2014 Consolidated Appropriations Act. Funding will implement strategic tree planting initiatives to continue carbon sequestration and energy conservation. We will emphasize demonstration projects that have regional and national significance for urban and community forest management.

We are expanding our work with cities such as New York, Philadelphia, and Los Angeles, working with an array of partners in the **Urban Waters Federal Partnership** to restore watersheds in urban areas. We are also helping communities acquire local landscapes for public recreation and watershed benefits through our **Community Forest and Open Space Conservation Program**, which is funded at \$1.7 million in the FY 2015 President's Budget. Our goal is to help create a Nation of citizen-stewards committed to conserving their local forests and restoring them to health for all the benefits they get from them.

Our community focus supports the President's America's Great Outdoors Initiative to achieve landscape-scale restoration objectives, connect more people to the outdoors, and support opportunities for outdoor recreation while providing jobs and income for rural communities. Building on existing partnerships, we have established a **21st-Century Conservation Service Corps** to help us increase the number of work and training opportunities for young people and veterans while accomplishing high-priority conservation and restoration work on public lands.

Our community conservation work is designed, in part, to get more Americans outdoors, connecting them to their natural heritage. Through our **Conservation Education Programs**, we

Urban Waters Federal Partnership

Eleven Federal agencies are partnering in an innovative way to promote both natural resource stewardship and economic development. The Forest Service is taking the lead on three of seven pilot sites for restoring urban waterways, including Denver, Baltimore, and industrial communities in northwestern Indiana. On each site, the partners are working to restore and expand tree cover. Urban forests filter storm water runoff, thereby improving hydrology and protecting local streams from pollution.



Forest Service Northeastern Area office employees work with the city of Philadelphia and other partners to hold volunteer community tree-planting events as part of the Urban Waters Federal Partnership.



Students from Paul Public Charter School in Washington, DC, take to the streets pretending to use binoculars in search of their urban forest with a member of the Missoula Children's Theatre. The Missoula Children Theatre works with the Forest Service to develop interactive, engaging performing arts schools assemblies and workshops.

engage millions of Americans each year in meaningful outdoor experiences. Over the past three decades, childhood obesity rates have more than doubled in children and tripled in adolescents, an alarming trend;¹⁴ today's more urbanized youth spend far less time outdoors than they did 20 years ago.¹⁵ Still, for many people, Forest Service lands provide the setting for their daily exercise, and investment in our Conservation Education and Urban and Community Forestry programs, helps to connect youth to the outdoors and foster a healthier lifestyle.

Through our ***Recreation, Wilderness, and Heritage Program***, the Forest Service is dedicated to serving tens of millions of recreational visitors each year. Rural communities rely on the landscapes around them for hunting, fishing, and various amenities; the places they live in are

¹⁴ Centers for Disease Control. 2013. Childhood obesity facts. <http://www.cdc.gov/healthyyouth/obesity/facts.htm>

¹⁵ Charles, C.; Louv, R. 2009. Children's nature deficit: What we know—and don't know. Children and Nature Network. September.

vital to their identity and social well-being. We maintain these landscapes for the character, settings, and sense of place that people have come to expect, such as popular trail corridors and viewsheds.

Visitor safety is our first priority, and our Recreation program is taking action in response to our Recreation Visitor Safety Report. We are also investing in special uses administration to address an increased volume of special use permitting requests. Our goal is to generate increased economic activity in gateway and other rural communities near the national forests and grasslands by helping rural communities establish tourism-oriented identities.

In response to the President's America's Great Outdoors Initiative and the First Lady's "Let's Move" initiative, we are implementing a **Framework for Sustainable Recreation**. The framework is designed to ensure that people of all ages and from every socioeconomic background have opportunities to visit their national forests and grasslands—and, if they wish, to contribute through volunteer service. We focus on sustaining recreational and heritage-related activities on the NFS for generations to come. That includes maintaining historic buildings and other structures and rehabilitating heritage assets for public use, such as campgrounds and other historic facilities built by the Civilian Conservation Corps.

Part of our capacity to sustain operations for outdoor recreation—roughly 20 percent—comes from fees collected under the Federal Lands Recreation Enhancement Act (FLREA). The fees collected are locally reinvested to maintain and restore the facilities for outdoor recreation that people want and need. We propose extending our fee collection authority under FLREA. Overall, the President's FY 2015 Budget request for Recreation, Wilderness, and Heritage includes \$259 million, a decrease of \$2.6 million from the FY 2014 Consolidated Appropriations Act.

Many opportunities for outdoor recreation depend on our extensive system of roads and trails, including about 370,000 miles of road and 155,000 miles of trail. Our **Trails program** designates trails for motorized use, consistent with our travel management rule, while building partnerships for trail stewardship. We provide opportunities for volunteers, especially youth, to help maintain the trail system while promoting their physical health and well-being.

For FY 2015, we request \$77.5 million for our Trails program, an increase of \$2.5 million. The Budget includes an additional \$10.5 million as part of the President's Opportunity, Growth and Security Initiative to perform maintenance on approximately 9,000 miles of trails in the NFS. This new fund will provide essential infrastructure maintenance and repair to sustain the benefits of existing infrastructure.

Our **Roads Program** is designed to maintain forest roads and bridges to protect public safety and water quality while meeting access needs for recreational, administrative, restoration, and commercial purposes. Investments in forest roads provide safe public access to public lands and allow for the safe and efficient maintenance of fiber-optic cables, utility lines, and other infrastructure. Investing in forest roads supports local communities, not only by providing jobs, but also by sustaining transportation networks that connect towns and rural counties with cities

and urban areas. The President's Budget for FY 2015 includes a request of \$154 million for our Roads program, a decrease of \$12 million from the FY 2014 Consolidated Appropriations Act. This reduction reflects the shifting of road decommissioning activities to the Integrated Resource Restoration program.

Our **Facilities Program** maintains and manages almost 23,700 recreation sites and about 23,100 research, recreation, and other administrative buildings and structures, including dams, telecommunication facilities, and water and wastewater facilities. We promote the safe and energy-efficient use of infrastructure while emphasizing cost-effectiveness and a smaller environmental footprint through the use of green building techniques and materials. To save costs, we defer new construction whenever we have reasonable, cost-effective alternatives.

For FY 2015, we request \$71.6 million for our Facilities program, an increase of \$0.6 million from the FY 2014 Consolidated Appropriations Act. We will emphasize eliminating health and safety risks; completing major facility projects; reducing critical deferred maintenance; and repairing and improving facilities that receive public use and are critical to supporting agency operations. Our proposal also includes an additional \$50.5 million as part of the President's Opportunity, Growth and Security Initiative to provide overdue maintenance and repairs on approximately 5,000 agency facilities across the Nation. The President's new Opportunity, Growth and Security Initiative proposes domestic investments that reflect the President's priorities to grow our economy and create opportunities for the public and will provide essential infrastructure maintenance and repair to sustain the benefits of existing infrastructure.

In our facilities management and everything else we do, our first priority is safety, both for the public at large and for our own employees. To that end, we sustain a robust **Law Enforcement and Investigations Program**. We provide a highly visible uniformed patrol presence, and we are prepared to fully protect the timber, water, wildlife, and other resources entrusted to our care. We also have a rapid emergency response to incidents that might compromise human safety. Through cooperative law enforcement agreements with State, Tribal, and local law enforcement agencies, we leverage resources to protect the people we serve.

Managing Wildland Fires

Our restoration efforts and our focus on emergency response are partly due to growing fire season severity, one of the greatest challenges facing the Nation's forests. Of all the unwanted fires that the Forest Service responds to, we are able to keep almost 98 percent very small, but the few fires that we are not able to promptly suppress tend to get bigger much faster than ever before. Extreme fire behavior has become more common; firefighters are largely limited to protecting certain points around homes and communities, and the cost of fire suppression has soared in the past 20 years.

What Approach Do We Take to Managing Wildland Fires?

Our evolving approach to managing wildland fire is integral to our goals of safety, landscape-scale restoration, cross-boundary landscape conservation, and risk management. We continue to learn more about wildland fire, and we continue to apply what we learn through fire and risk management science in partnership with States, communities, and other Federal agencies. We strive to maximize our response capabilities and to support community efforts to reduce the threat of wildfire and increase ecosystem resilience.

Outcomes and Means

Our approach to wildland fire management has evolved. We are now guided by three desired outcomes:

1. Forests and grasslands, especially near homes and communities, are healthy and resilient—able to resist stresses such as drought and to recover from disturbances such as wildfires.
2. Communities are adapted to wildland fire, with an effective emergency response in place, along with a commitment to managing risk in a way that protects lives, property, and wildland resources.
3. Life and property are protected through our collaborative interagency emergency response capacity, in cooperation with law enforcement, focusing on preparedness for wildfire and natural disasters and an appropriate risk-based response.

We will achieve these outcomes by:

- focusing on ecological restoration and fuels management through thinning and prescribed burning in the WUI and other high-priority areas;
- building partnerships to help homeowners and communities in fire-prone areas take responsibility for fire protection through such measures as community wildfire protection plans;
- assessing each fire to determine the most risk informed response, thereby protecting lives, property, and wildland resources while managing fire suppression costs;
- proposing an alternative to the current funding structure for wildland fire suppression, whereby a portion of wildfire costs would be funded outside of our constrained budget through a cap adjustment;
- sustaining our capacity to deploy sufficient firefighters and firefighting resources to protect lives, communities, property, and wildland resources;
- continuing to modernize our airtanker fleet to increase the availability and efficiency of large airtankers in fire suppression; and
- ensuring the safety of communities and of visitors to the national forests and grasslands through emergency preparedness and a robust capacity for law enforcement.



The Thompson Ridge Fire in the Santa Fé National Forest, approximately 10 miles north of Jemez, New Mexico, began on May 31, 2013 by human ignition and consumed over 29,903 acres.

Key Performance Measures

How do we know whether our wildland fire management is achieving the outcomes we want?

When fire-adapted forests and grasslands are generally healthy and flourishing, when communities in fire-prone landscapes are fully prepared for wildfires, and when our response to wildfire typically deploys the right resources in the right places at the right time, then we are successful.

A few quantitative measures can also indicate overall whether we are on the right path:

- acres of hazardous fuels in the WUI treated each year to reduce the risk of catastrophic wildfire; and
- percentage of the WUI acres treated that were identified in community wildfire protection plans or equivalent plans.

Programs, Initiatives, and Proposed Changes

In 2009, Congress passed the Federal Land Assistance, Management, and Enhancement (FLAME) Act, calling on federal land managers to develop a joint wildland fire management strategy. Working with the U.S. Department of the Interior, the Forest Service took the opportunity to involve the entire wildland fire community in developing a long-term National Cohesive Wildland Fire Management Strategy. Our strategy has three components: **restoring fire-adapted ecosystems, building fire-adapted human communities, and responding appropriately to wildfire.**

Restoring Fire-Adapted Ecosystems

Fire plays a beneficial role in fire-adapted landscapes, and the Forest Service is working with partners through ***Integrated Resource Restoration*** to restore healthy, resilient fire-adapted ecosystems, in accordance with the first element in our national cohesive strategy, resilient landscapes. Most of the 23 projects under our ***Collaborative Forest Landscape Restoration Program*** are designed in part to restore fire-adapted forest types across large landscapes, including the reintroduction of periodic wildland fire where safe and effective.

A top priority for the Forest Service is developing new markets for the low-value woody materials that we remove during our restoration and hazardous fuels treatments. For example, the Forest Service worked with private partners to open a new 11.5-megawatt wood energy facility in Colorado, which is expected to reduce the cost per acre for a restoration stewardship contract by half.

Our ***Woody Biomass Utilization Grants Program*** is designed to encourage the development of such markets. We support grants and other forms of assistance for wood-to-energy initiatives, and we fund permits and designs to make projects more competitive for other sources of funding. We also provide technical assistance for project development, and we help develop financially viable approaches for building and sustaining facilities that convert wood to energy.

Building Fire-Adapted Human Communities

Hundreds of post-fire assessments show that fuels and forest health treatments are effective in reducing wildfire severity. Through our ***Hazardous Fuels Program***, the Forest Service controls fuels by removing buildups of dead vegetation and by thinning overly dense forests that can be hazardous to lives, homes, communities, and wildland resources. From FY 2001 to FY 2013, the Forest Service treated about 33 million acres, an area larger than Mississippi. Our program focuses on treating high-priority areas in the WUI, including municipal watersheds to protect water supplies. We also focus on protecting communities that are working toward Firewise designations, developing community wildfire protection plans, or otherwise taking responsibility for making people and homes safer from wildfire.

For FY 2015, we propose \$358.5 million for our Hazardous Fuels program, an increase of \$52.1 million from the FY 2014 Consolidated Appropriations Act. We propose performing non-WUI Hazardous Fuels work within the Integrated Resource Restoration line item in order to accomplish work more efficiently. We also propose allocating up to \$15 million to support wood-to-energy initiatives, including Woody Biomass Utilization Grants, State Wood to Energy Teams, Biomass Air Quality Improvement, and Geographically Targeted Wood Utilization program, and our efforts to expand the use of wood in green buildings.

More than 44 million homes, roughly 32 percent of the homes in our country, are now located in areas prone to wildland fire. With more than 70,000 communities in the WUI at risk from wildfire, the Forest Service is working through cross-jurisdictional partnerships to help communities become safer from wildfires, for example by developing **community wildfire protection plans**. Through the **Firewise program**, for example, the number of designated Firewise communities—communities able to survive a wildfire without outside intervention—rose from 400 in 2008 to nearly 1,000 in FY 2013.

The Forest Service leverages our firefighting resources through our **State Fire Assistance program**, in accordance with the second element in our national cohesive strategy—building fire-adapted communities. The funds we provide go toward helping communities become fire adapted by reducing hazardous fuels, planning and preparing for wildland fire, becoming designated as a Firewise community, and obtaining equipment to respond to and mitigate fire. The creation of fire adapted communities requires the participation of private property owners, in addition to community leaders, so that proper planning and mitigation efforts are carried out on individual properties as part of the community effort.

Responding Appropriately to Wildfire

Most of America's landscapes are adapted to fire; wildland fire plays a natural and beneficial role in many forest types. Where suppression is needed to protect homes and property, we focus on deploying the appropriate resources in the right place at the right time. Using improved decision support tools, fire managers are making risk-based assessments to decide when and where to suppress a fire—and when and where to use fire to achieve management goals for long-term ecosystem health and resilience.

Through hazardous fuels reduction, we create environments that our fire managers can use to make appropriate risk-based decisions about managing wildfire, in accordance with the third element in our national cohesive strategy – ensuring safe, effective, risk informed wildfire response. Our **Hazardous Fuels program** is designed in part to help firefighters manage wildfires safely and effectively, creating opportunities to use fire, where appropriate, for resource benefits.

Our **Preparedness program** is designed to help us protect lives, property, and wildland resources through an appropriate, risk-based response to wildfires. Preparedness has proven its worth; Fire Program Analysis, a strategic management tool, shows that every \$1.00 subtracted from

preparedness funding adds \$1.70 to suppression costs because more fires escape to become large and large fires cost a tremendous amount to suppress.¹⁶ Unless we maintain an adequate level of preparedness, we risk substantial increases in overall fire management costs.

Airtankers are a critical part of an appropriate response to wildfire. Airtankers play a crucial role in keeping specific fires at small sizes and in controlling the few fires that get large. But the Forest Service's fleet of large airtankers is old, with an average age of more than 50 years. The cost of maintaining them is growing, as are the risks associated with using them.

Accordingly, the Forest Service is implementing a **Large Airtanker Modernization Strategy** to replace our aging fleet with next-generation airtankers. Our strategy, reflected in our budget request, would fund both the older aircraft still in operation (needed as we transition to newer aircraft) and the next-generation airtankers currently under contract. It would also cover required cancellation fees, the C-130 Hercules aircraft transferred by the U.S. Department of Defense, and new turbine-driven water scooper aircraft.

The President's Budget request for FY 2015 includes \$1.081 billion for Preparedness, an increase of \$23.3 million from the FY 2014 Consolidated Appropriations Act. This funding fully reflects the costs of readiness resources and program management to ensure agency capability to protect life, property, and natural resources while assuring an appropriate, risk informed, and effective response to wildfires that is consistent with land and resource management objectives. Firefighter and public safety are the primary considerations for all operations. This funding level includes \$145 million for the costs of modernizing the large airtanker fleet. This funding includes the estimated costs for the legacy large airtanker contracts, next-generation large airtanker contracts and the new C-130H aircraft based on current contract information.

Wildfires have grown larger and more difficult to suppress due to fuel buildups, longer fire seasons, drier soils, and the spread of housing developments into wildlands. Our **Suppression Program** costs have increased accordingly. In FY 1991, for example, fire-related activities accounted for about 13 percent of our total Forest Service budget. In FY 2013, it was 47 percent. That has left a smaller proportion of funding for non-fire purposes including watersheds, wildlife, recreation, and other benefits and services.

With constrained agency funding, we need to approach our work differently. To improve the effectiveness and efficiency of wildland fire suppression activities, which can result in reduced costs, we are using cutting-edge decision-support tools, such as the Risk Decision Framework, for the most efficient allocation of firefighting resources based on the use of risk management principles. The framework was institutionalized in the **Wildland Fire Decision Support System** and utilized on every wildland fire in FY 2013.

¹⁶ Forest Service, Fire Program Analysis, 2009. www.fpa.nifc.gov.

Moreover, our restoration and hazardous fuels treatments have helped to reduce suppression costs. Since FY 2011, the Forest Service has conducted more than a thousand post-fire assessments in areas where wildfires burned into previously treated sites. In over 80 percent of the cases, our fuels and forest health treatments changed fire behavior and/or helped firefighters control the fire.

The Budget calls for a fundamental change in how wildfire suppression is funded in order to reduce fire risk, manage landscapes more holistically, and increase resiliency of the Nation's forests and rangelands and the communities that border them. With the cost of suppression having grown from 13 percent of the agency's budget just 10 years ago to over 40 percent in 2014, it is clear that the cost of wildland fire suppression is subsuming the agency's budget and jeopardizing its ability to implement its full mission. Given growth in the number and severity of fires in recent years, and the frequency of catastrophic fires that risk life and property, combined with an ever expanding wildland urban interface (WUI), suppression costs have exceeded amounts provided in annual appropriations in most years requiring FS to transfer funds from other programs to cover those costs. The lost momentum of critical restoration programs as fire transfers deplete the budget by up to \$500 million annually is felt across critical programs nationwide and exacerbates the frequency and intensity of fires in future years.

The Budget proposes a new and fiscally responsible funding strategy that recognizes that catastrophic wildland fires should be considered disasters, funded in part by additional budget authority provided through a wildfire suppression cap adjustment. In 2015, the budget proposes discretionary funding for wildland fire suppression at a level equal to 70 percent of the estimated 10-year average suppression costs, which reflects the level of spending associated with suppression of 99 percent of wildfires. In addition, the budget includes up to \$954 million to be available under a disaster funding cap adjustment to meet suppression needs above the base appropriation. This strategy provides increased certainty in addressing growing fire suppression needs, better safeguards non-suppression programs from transfers that have diminished their effectiveness, and allows us to stabilize and invest in programs that will more effectively restore forested landscapes, treat forests for the increasing effects of climate change, and prepare communities in the WUI for future wildfires.

Further, the agency has made great progress in its continued focus on risk-based decision-making when responding to wildfires, and in 2015 will continue this important work to better inform decision makers on the risks and trade-offs associated with wildfire management decisions. The Budget also furthers efforts to focus hazardous fuels treatments in the WUI in areas that are identified in Community Wildfire Protection Plans and are highest priority, with plans to focus hazardous fuels treatments to reduce the risk of catastrophic fire on over 1.4 million WUI acres.

In many rural areas, local fire departments are the first line of defense against wildfire. Three-quarters of the Nation's local fire agencies are run by volunteers, and they provide almost four-fifths of our national capacity for what fire managers call "initial attack"—suppressing wildfires while they are still small. Our ***Volunteer Fire Assistance Program*** works through the States to provide technical and financial assistance to local communities to protect State and private forest

lands from wildfire. The Forest Service targets volunteer fire departments that protect small communities (with less than 10,000 inhabitants), helping them become better prepared to respond to wildfire. Our grants are matched dollar for dollar, leveraging funds from partners.

Our ***Law Enforcement and Investigations Program*** has a robust capacity for responding to incidents of all kinds, including emergency response on wildfires. To help protect people and property, we provide a highly visible uniformed patrol presence. We also conduct criminal and civil investigations to protect property and wildland resources.

Research and Development

Our fire-related ***Research and Development Programs*** provide the knowledge and tools that our managers need to achieve all three components of restoring fire-adapted ecosystems, building fire-adapted human communities, and responding appropriately to wildfire. Our researchers provided the scientific basis for our national cohesive strategy, such as a descriptive analysis of regional issues that contribute to fire risk. They continue to provide analytical tools, analysis, and documentation in support of hundreds of fire management decisions each year, helping our fire managers effectively use firefighter resources and decrease suppression costs as well as reduce firefighter exposure to risk. Our scientists provide land managers with guidelines for treating wildland fuels and restoring ecosystems, and we continue to develop methods for reducing the risk to people, property, and communities from wildfires.

Launching Cultural Initiatives

In addition to our focus on restoring resilient landscapes, building thriving communities, and wildland fire management and emergency response, we are reforming our agency to become a safer, more diverse, and more inclusive organization.

Forest Service work can take us into high-risk environments. Safety means recognizing the risk and managing it. For several years now, the Forest Service has been undertaking a learning journey to become a safer organization. We are exploring our safety culture and history, comparing ourselves to high-reliability organizations that also work in high-risk environments, and working to change our safety culture accordingly. Every one of our employees has taken training to become more attuned to safety issues and the need to personally manage risk. Our goal is to become a zero-fatality organization through a constant, relentless focus on safety.

At a time when more than 83 percent of Americans live in metropolitan areas, part of our job at the Forest Service is to reach out to urban and underserved communities to give more people opportunities to get outdoors, to participate in NFS land management, and to engage in conservation work in their own communities. Part of inclusiveness is making our workforce look more like the face of America. Diversity of thought is key to the ability of successful organizations to respond to changing circumstances, and it stems from hiring people from various backgrounds. We are changing our culture accordingly, striving to become an employer

of choice for all Americans. We are absolutely committed to treating everyone fairly and with respect, giving everyone in the organization the opportunity to contribute and succeed.

Cost Savings

The Forest Service is committed to achieving the greatest benefits for the taxpayer at the least cost. Mindful of the need for savings, we have taken steps to cut operating costs. For example:

- Taking advantage of new technologies, we have streamlined and centralized our financial, information technology, and human resources operations to gain efficiencies and save costs. We will continue to work together with other USDA agencies under the Blueprint for Stronger Services to develop strategies for greater efficiencies in key business areas.
- For the same reasons, we have integrated work across our deputy areas for NFS, State and Private Forestry, and Research and Development. For example, all three deputy areas have collaborated to develop the Southern Forest Futures project, a comprehensive analysis of the future of forests in the South over the next 50 years.
- We are implementing a new planning rule that will reduce the length of time it takes to revise management plans, reducing costs. We are also reducing costs by streamlining our environmental review process under NEPA.
- In FY 2013, we saved millions of dollars through additional measures to promote efficiencies, ranging from an \$800,000 annual savings through consolidation of local



A visitor to a National Forest in North Carolina enjoys hiking through the wilderness.

telephone service accounts, to \$500,000 saved through a renewal of our Customer Help Desk contract, and significant annual savings through managed, centralized printing services, upgrading anti-virus software, and right-sizing our existing Microsoft software licenses, which yielded over \$4 million in savings in FY 2013. Beginning in FY 2013, we have instituted measures that will yield \$100 million in cost pool savings by FY 2015.

- We have adopted new public-private partnership strategies for leveraging restoration funding. For example, over 10 years the Collaborative Forest Landscape Restoration Program is expected to leverage \$152 million in partner funding, about 62 cents for every Federal dollar spent.
- In 2010, we also signed an agreement to use municipal funds to restore fire-damaged national forest land in the municipal watershed of Denver, CO. Over 5 years, Denver Water is matching the Forest Service's own \$16.5 million investment in watershed restoration. We have signed similar agreements with Santa Fe, NM, and with other cities in Colorado, including Aurora and Colorado Springs.
- In accordance with sustainability and efficiency mandates, we are working to reduce our environmental footprint by incorporating conservation measures and corporate actions that will reduce local energy use into our everyday practices. Our sustainability efforts also include a complete utility bill clean-up effort, and the finalizing of a facilities right-sizing strategy, which will also enable greater reliability and consistency in our data.

Proposed Budget Structure Changes

We are proposing a number of changes in the budget structure to increase transparency in how we deliver these programs, to increase efficiencies in administration, and to integrate accomplishments.

FY 2014 Budget Line Item (BLI)	FY 2015 Proposed BLI	Change
International Forestry (S&PF)	None	Program BLI proposed for elimination
Wildlife and Fisheries Habitat Mgmt. (NFS)	Integrated Resource Restoration (NFS)	Combines five BLIs from NFS, CIM, WFM into one
Forest Products (NFS)		
Vegetation and Watershed Mgt. (NFS)		
Legacy Roads and Trails (CIM)		
Hazardous Fuels Non-Wildland Urban Interface (WFM)		
Land Management Planning (NFS)	Land Management Planning, Assessment, Monitoring (NFS)	Combines two BLIs into one
Inventory and Monitoring (NFS)		
Valles Caldera National Preserve	None	Will be funded under other BLIs (NFS)
Management of National Forest Lands for Subsistence Uses (Other)	None	Will be funded under other BLIs (NFS)

S&PF – State and Private Forestry; NFS- National Forest System; WFM - Wildland Fire Management; CIM - Capital Improvement & Maintenance

In fiscal years 2012 through 2014, Integrated Resource Restoration was funded in three regions as a pilot. The FY 2015 request expands this program to all regions. We propose shifting funds from five budget line items (Wildlife and Fisheries Management, Vegetation and Watershed Management, Forest Products, Non-WUI Hazardous Fuels, and Legacy Roads and Trails) into one program under the NFS.

The FY 2015 request also combines two budget line items related to planning and inventory into a new line item for Land Management Planning, Assessment, and Monitoring. We also propose eliminating the Valles Caldera National Preserve line item and the Management of National Forests for Subsistence Uses line item. These activities will be funded from a variety of programs directly related to the work being completed.

Summary of Proposed Legislation

In connection with our budget proposal for FY 2015, the Forest Service proposes several key legislative changes to improve our effectiveness in delivery of programs and services:

- *Fire Suppression Cap Adjustment.* We propose a budget cap adjustment to fund suppression costs for large and complex fires. The proposal includes funding at a level to include 30 percent of the 10-year average of fire suppression costs and the difference to the upper limit of the 90th percentile range forecast for suppression costs. Off-budget funding would be accessed with Secretarial declaration of need and imminent end of appropriated discretionary funds. Proposed language amending the Budget Control Act will be transmitted to Congress following submittal of this Budget Proposal. Proposed language amending the Appropriations Act is included in this Budget Proposal, Appropriations Language Changes.
- *Collaborative Forest Landscape Restoration Program.* We propose in FY 2015 to increase the authorized funding level for this successful program from \$40,000,000 to \$80,000,000. This program is key to the success of our accelerated restoration strategy. In FY 2015, we request \$60,000,000 to continue to fund the existing 23 projects and provide for investment in up to another ten projects. Proposed language is included in this Budget Proposal, Appropriations Language Changes.
- *Small Tracts Conveyance Authority.* We propose an amendment to the Small Tracts Act to provide land conveyance authority for small parcels, less than 40 acres, to resolve encroachments or trespasses. Proceeds from the sale of National Forest System lands under this proposed authority would be collected under the Sisk Act and used for future acquisitions and/or enhancement of existing public lands. Proposed language will be transmitted to Congress following submittal of this Budget Proposal.
- *Federal Lands Recreation Enhancement Act.* We propose permanent authority for fee collections under the act while clarifying its provisions and providing more consistency among agencies. Under the act, 95 percent of the recreation fees collected on a national forest or grassland are retained at that unit, to be reinvested in recreation sites and services. This is an interagency proposal with the Department of the Interior. The current act expires on December 8, 2015. Further short-term extension of FLREA is included in

this Budget Proposal Appropriations Language, with the full legislative proposal to be submitted to Congress following submittal of this Budget Proposal.

- *Land and Water Conservation Fund.* The Departments of the Interior and Agriculture propose to permanently authorize annual mandatory funding, without further appropriation or fiscal year limitation for the Departments of the Interior and Agriculture Land and Water Conservation Fund (LWCF) programs beginning in fiscal year 2015. Starting in 2016, \$900 million annually in permanent funds would be available. During the transition to full permanent funding in 2015, the budget proposes \$900 million in total LWCF funding, comprised of \$550 million in permanent and \$350 million discretionary funds. The amounts requested include the authorized levels for the Department of the Interior and the Department of Agriculture. The legislative proposal will be transmitted to Congress following submittal of this Budget Proposal.
- *Payments to Communities.* We propose reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000 for five years. We propose making payments through mandatory funding. We also propose revising the allocation split among the Schools and Roads, Economic Investment and Forest Restoration/Protection, and Fire Assistance portions of the program. The funding proposal for SRS is included in this Budget Proposal, with the legislative proposal to be transmitted to Congress following submission of this Budget Proposal.

Future Outlook

For more than a century, the Forest Service has served the American people by making sure that their forests and grasslands deliver a full range of values and benefits. America receives enormous value from our programs and activities, including hundreds of thousands of jobs and annual contributions to the economy worth many times more than our entire annual discretionary budget. Especially in these tough economic times, Americans can benefit tremendously from investing in Forest Service programs and activities.

Now we are facing some of the greatest challenges in our history. Invasive species, climate change effects, regional drought and watershed degradation, fuel buildups and severe wildfires, habitat fragmentation and loss of open space, and devastating outbreaks of insects and disease all threaten the ability of America's forests and grasslands to continue delivering the ecosystem services that Americans want and need. In response, the Forest Service is increasing the pace and scale of ecological restoration. We are restoring healthy, resilient forest and grassland ecosystems capable of sustaining and delivering clean air and water, habitat for wildlife, opportunities for outdoor recreation, and many other benefits.

Our budget request therefore focuses on the public's highest priorities for restoring resilient landscapes, building thriving communities, and safely managing wildland fire while providing an effective emergency response. Our requested budget will enable us to address the growing extent and magnitude of our management challenges and the mix of values and benefits that the public expects from the national forests and grasslands. We will continue to lead the way in improving our administrative operations for greater efficiency and effectiveness in mission delivery. Our

research will continue to solve complex problems by creating innovative science and technology for the protection, sustainable management, and use of all forests, both public and private, for the benefit of the American people. Moreover, we are working ever more effectively to optimize our response to cross-cutting issues by integrating our programs and activities.

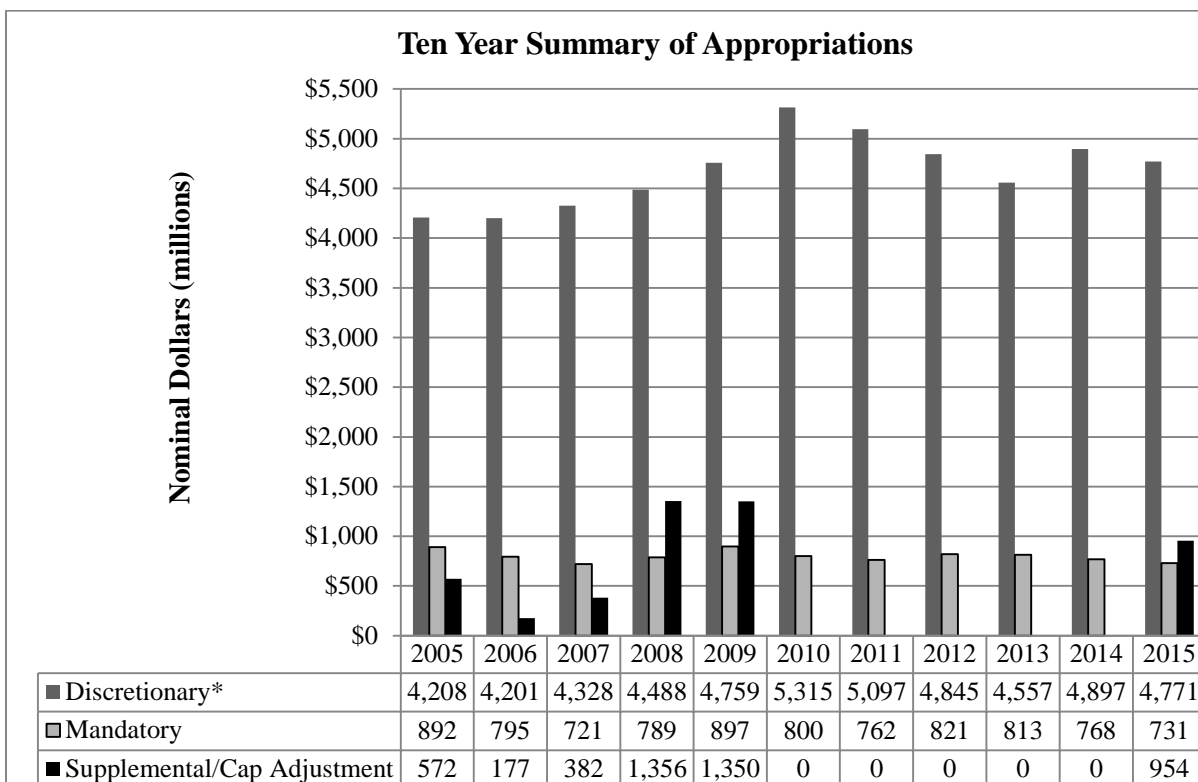
We can achieve these priorities through partnerships and collaboration. Our budget priorities highlight the need to strengthen service through cooperation, collaboration, and public-private partnerships that leverage our investments to reach shared goals. Through strategic partnerships, we can accomplish more work while also yielding more benefits for all Americans, for the sake of all generations to come.



Forest Service Budget Summary*(dollars in thousands)*

	FY 2014 Enacted	Program Changes	FY 2015 President's Budget	Pay Costs
Annual Appropriations				
Discretionary Funds				
Forest & Rangeland Research	\$292,805	(\$17,490)	\$275,315	\$1,614
State & Private Forestry	229,980	(495)	229,485	508
National Forest System	1,496,330	144,154	1,640,484	10,304
Capital Improvement & Maintenance	350,000	(43,720)	306,280	1,832
Land Acquisition	44,654	7,512	52,166	48
Other Appropriations	5,540	(3,175)	2,365	5
Wildland Fire Management	2,162,302	102,811	2,265,113	11,140
FLAME Wildfire Suppression Reserve	315,000	(315,000)	0	0
Discretionary Funds Total	\$4,896,611	(\$125,403)	\$4,771,208	\$25,451
Suppression Cap Adjustment	0	954,000	954,000	0
Fire Transfer Repayment	600,000	(600,000)	0	0
Mandatory Appropriations	\$768,330	(\$37,334)	\$730,996	\$0
Grand Total, Forest Service	\$6,264,941	\$191,263	\$6,456,204	\$25,451

1. Pay costs are included within each appropriation for FY 2015.



*Excludes Fire Transfer Repayment.

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Three-Year Summary of Appropriations
(dollars in thousands)

	FY 2013 Enacted	FY 2014 Enacted	FY 2015 President's Budget	Program Changes	Percent of Change
Forest & Rangeland Research					
Forest and Rangeland Research	\$279,854	\$292,805	\$275,315	-\$17,490	-6%
Forest & Rangeland Research Total	279,854	292,805	275,315	-17,490	-6%
State & Private Forestry					
Landscape Scale Restoration	0	14,000	23,513	9,513	68%
Forest Health Management - Federal Lands	44,944	58,922	58,922	0	0%
Forest Health Management - Cooperative Lands	36,894	45,655	45,655	0	0%
State Fire Assistance	25,759	0	0	0	0%
Volunteer Fire Assistance	6,320	0	0	0	0%
Forest Stewardship	30,441	22,398	23,036	638	3%
Forest Legacy Program	50,515	50,965	53,000	2,035	4%
Community Forest and Open Space Conservation	1,892	2,000	1,683	-317	-16%
Urban and Community Forestry	30,701	28,040	23,676	-4,364	-16%
Forest Resources Information and Analysis	4,660	0	0	0	0%
International Forestry	7,570	8,000	0	-8,000	-100%
State and Private Forestry Total	239,696	229,980	229,485	-495	-0%
National Forest System					
Integrated Resource Restoration	0	0	820,000	820,000	0%
Collaborative Forest Landscape Restoration	37,885	40,000	60,000	20,000	50%
Restoration Partnerships	0	2,000	0	-2,000	-100%
Land Management Planning, Assessment & Monitoring	0	0	183,928	183,928	0%
Land Management Planning	37,203	37,754	0	-37,754	-100%
Inventory and Monitoring	150,652	151,019	0	-151,019	-100%
Recreation, Heritage, and Wilderness	261,932	261,719	259,090	-2,629	-1%
Wildlife & Fisheries Habitat Management	130,887	140,466	0	-140,466	-100%
Grazing Management	51,568	55,356	49,600	-5,756	-10%
Forest Products	318,280	339,130	0	-339,130	-100%
Vegetation & Watershed Management	172,173	184,716	0	-184,716	-100%
Minerals and Geology Management	77,716	76,423	70,566	-5,857	-8%
Landownership Management	79,869	77,730	71,440	-6,290	-8%
Law Enforcement Operations	133,984	126,653	125,860	-793	-1%
Valles Caldera National Preserve	3,192	3,364	0	-3,364	-100%
National Forest System Total	1,455,341	1,496,330	1,640,484	144,154	10%
Capital Improvement & Maintenance					
Facilities	70,572	71,000	71,600	600	1%
Roads	165,959	166,000	154,000	-28,528	-16%
Trails	74,999	75,000	77,530	2,530	3%
Deferred Maintenance and Infrastructure Improvement	2,986	3,000	3,150	150	5%
Legacy Roads and Trails	39,814	35,000	0	-35,000	-100%
Supplemental, Disaster Relief Appropriations Act, 2013 (P.L. 113-2)	4,180	0	0	0	0%
Capital Improvement & Maintenance Total	358,510	350,000	306,280	-43,720	-12%
Land Acquisition					
Land Acquisition	49,762	43,525	51,000	7,475	17%
Acquisition of Lands for National Forests Special Acts	903	912	950	38	4%
Acquisition of Lands to Complete Land Exchanges	0	217	216	-1	-0%

	FY 2013 Enacted	FY 2014 Enacted	FY 2015 President's Budget	Program Changes	Percent of Change
Land Acquisition Total	50,665	44,654	52,166	7,512	17%
Other Appropriations					
Range Betterment Fund	2,338	3,000	2,320	-680	-23%
Gifts, Donations, & Bequest for Forest & Rangeland Research	45	40	45	5	12%
Management of National Forest Lands for Subsistence Uses	2,438	2,500	0	-2,500	-100%
Other Appropriations Total	4,821	5,540	2,365	-3,175	-57%
Wildland Fire Management					
Preparedness	948,651	1,057,580	1,080,840	23,260	2%
Suppression	509,812	680,488	708,000	27,512	4%
Hazardous Fuels	301,056	306,500	358,564	52,064	17%
Research and Development	20,603	19,795	19,795	0	0%
Joint Fire Science Program	6,884	6,914	6,914	0	0%
Forest Health Management - Federal Lands	15,151	0	0	0	0%
Forest Health Management - Cooperative Lands	7,931	0	0	0	0%
State Fire Assistance	52,672	78,000	78,000	0	0%
Volunteer Fire Assistance	6,035	13,025	13,000	-25	-0%
Wildland Fire Management Total	1,868,795	2,162,302	2,265,113	102,811	5%
FLAME Wildfire Suppression Reserve Fund					
Total, FLAME Wildfire Suppression Reserve Fund	298,967	315,000	0	-315,000	-100%
Discretionary Appropriations Total	4,556,649	4,896,611	4,771,208	-125,403	-3%
Fire Transfer Repayment	379,865	600,000	0	-600,000	-100%
Suppression Cap Adjustment	0	0	954,000	954,000	0%
Discretionary + Fire Transfer + Cap Adjustment	4,936,514	5,496,611	5,725,208	228,597	4%
Permanent Appropriations					
Brush Disposal	6,589	8,502	8,502	0	0%
Hardwood Technology Transfer and Applied Research	44	42	46	4	10%
Timber Salvage Sales	23,236	20,443	19,898	-545	-3%
Timber Sales Pipeline Restoration	4,105	7,530	7,390	-140	-2%
Forest Botanical Products	1,661	2,096	2,046	-50	-2%
Stewardship Contracting	10,073	13,182	13,182	0	0%
Recreation Fees, Forest Service	67,097	79,941	78,898	-1,043	-1%
Timber Purchaser Election Road Construction	570	1,350	1,663	313	23%
Operation and Maintenance of Forest Service Quarters	6,283	9,467	9,392	-75	-1%
Roads and Trails for States	0	0	0	0	0%
Land Between the Lakes Management	4,444	4,800	4,800	0	0%
Midewin National Tallgrass Prairie Rental Fees	570	800	800	0	0%
Midewin National Tallgrass Prairie Restoration	0	0	0	0	0%
Quinault Special Management Area	9	10	10	0	0%
Valles Caldera	984	800	800	0	0%
Restoration of Forest Lands and Improvements	21,771	39,003	30,679	-8,324	-21%
Commercial Filming and Still Photography Land Use Fee Retention	302	871	744	-127	-15%
Organizational Camps Program	340	707	683	-24	-3%
Cost Recovery (Administration of Rights-of-Way)	5,158	7,715	6,614	-1,101	-14%
Licensee Program Smokey Bear	2	140	120	-20	-14%

	FY 2013 Enacted	FY 2014 Enacted	FY 2015 President's Budget	Program Changes	Percent of Change
Licensee Program Woodsy Owl	3	12	12	0	0%
Forest Service Go Green Program (Conservation)	20	59	68	9	15%
Conveyance of Administrative Sites	5,882	25,337	15,000	-10,337	-41%
Site-Specific Lands Acts	1,002	10,790	11,161	371	3%
Payments to State Funds	347,486	332,634	316,000	-16,634	-5%
Permanent Appropriations Total	507,631	566,231	528,508	-37,723	-7%
Trust Funds					
Cooperative Work - Knutson-Vandenberg	233,704	85,798	85,842	44	0%
Cooperative Work, Other	42,170	86,276	86,396	120	0%
Reforestation Trust Fund	29,127	30,000	30,000	0	0%
Land Between the Lakes Trust Fund	0	25	250	225	900%
Trust Funds Total	305,001	202,099	202,488	389	0%
Grand Total, Forest Service	\$5,749,146	\$6,264,941	\$6,456,204	\$191,263	3%

* The Suppression Cap Adjustment is equal to the difference between the out-year forecast (\$1.66 billion) and 70 percent of the 10-year average (\$708 million) for a total of \$954 million.

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Three-Year Summary of Full Time Equivalents

	FY 2013 Enacted	FY 2014 Enacted*	FY 2015 President's Budget*	Program Changes
Forest & Rangeland Research				
Forest and Rangeland Research	1,817	1,903	1,789	-114
Forest & Rangeland Research Total	1,817	1,903	1,789	-114
State & Private Forestry				
Landscape Scale Restoration	0	0	0	0
Forest Health Management - Federal Lands	264	347	352	5
Forest Health Management - Cooperative Lands	72	95	95	0
State Fire Assistance	48	0	0	0
Volunteer Fire Assistance	0	0	0	0
Forest Stewardship	60	54	54	0
Forest Legacy Program	24	24	24	0
Community Forest and Open Space Conservation	1	1	1	0
Urban and Community Forestry	44	43	42	-1
Forest Resources Information and Analysis	22	0	0	0
International Forestry	30	30	0	-30
State and Private Forestry Total	565	594	568	-26
National Forest System				
Integrated Resource Restoration	0	0	5,473	5,473
Collaborative Forest Landscape Restoration	238	238	238	0
Restoration Partnerships	0	6	0	-6
Land Management Planning, Assessment & Monitoring	0	0	1,234	1,234
Land Management Planning	263	265	0	-265
Inventory and Monitoring	969	971	0	-971
Recreation, Heritage, and Wilderness	2,075	2,074	2,074	0
Wildlife & Fisheries Habitat Management	1,062	1,106	0	-1,106
Grazing Management	420	420	420	0
Forest Products	2,704	2,808	0	-2,808
Vegetation & Watershed Management	1,390	1,447	0	-1,447
Minerals and Geology Management	517	511	492	-19
Landownership Management	603	593	592	-1
Law Enforcement Operations	855	729	724	-5
Valles Caldera National Preserve	1	1	0	-1
National Forest System Total	11,097	11,169	11,247	78
Capital Improvement & Maintenance				
Facilities	394	395	382	-13
Roads	1,051	1,051	1,051	0
Trails	591	591	591	0
Deferred Maintenance and Infrastructure Improvement	8	8	7	-1
Legacy Roads and Trails	120	112	0	-112
Supplemental, Disaster Relief Appropriations Act, 2013 (P.L.113-2)	0	0	0	0
Capital Improvement & Maintenance Total	2,164	2,157	2,031	-126

	FY 2013 Enacted	FY 2014 Enacted*	FY 2015 President's Budget*	Program Changes
Land Acquisition				
Land Acquisition	53	52	53	1
Acquisition of Lands for National Forests Special Acts	0	0	0	0
Acquisition of Lands to Complete Land Exchanges	0	0	0	0
Land Acquisition Total	53	52	53	1
Other Appropriations				
Range Betterment Fund	5	6	5	-1
Gifts, Donations, & Bequest for Forest & Rangeland Research	0	0	0	0
Management of National Forest Lands for Subsistence Uses	13	13	0	-13
Other Appropriations Total	18	19	5	-14
Wildland Fire Management				
Preparedness	6,968	6,749	6,781	32
Suppression	2,919	3,010	3,069	59
Hazardous Fuels	1,834	1,844	2,156	312
Research and Development	103	99	99	0
Joint Fire Science Program	13	13	13	0
Forest Health Management - Federal Lands	83	0	0	0
Forest Health Management - Cooperative Lands	23	0	0	0
State Fire Assistance	2	50	50	0
Volunteer Fire Assistance	0	0	0	0
Wildland Fire Management Total	11,945	11,765	12,168	403
FLAME Wildfire Suppression Reserve Fund				
Total, FLAME Wildfire Suppression Reserve Fund	0	0	0	0
Discretionary Appropriations Total	27,660	27,659	27,861	202
Fire Transfer Repayment	0	0	0	0
Suppression Cap Adjustment	0	0	0	0
Discretionary + Fire Transfer + Cap Adjustment	27,660	27,659	27,861	202
Permanent Funds	1,180	1,237	1,229	-8
Trust Funds	892	908	908	0
FTEs Only				
Allocation	1,750	1,744	1,743	-1
Discretionary Reimbursable	704	703	703	0
Working Capital Fund	620	621	621	0
FTEs Only Total	3,074	3,068	3,067	-1
Grand Total, Forest Service	32,805	32,872	33,065	193

*FY 2014 and 2015 FTEs estimates for several programs have been updated from what was entered in MAX. For FY 2014, updates were made for Collaborative Landscape Scale Restoration, Wildlife & Fisheries Habitat Management, Forest Products, and Vegetation & Watershed Management. For FY 2015, updates were made to Forest Health – Federal Lands, Integrated Resource Restoration, Collaborative Landscape Scale Restoration, and Hazardous Fuels.

FY 2015 Revenue, Receipts, and Transfers Table
(dollars in thousands)

Revenue, Receipts, and Transfers	FY 2013 Enacted	FY 2014 Estimated	FY 2015 Pres Bud	1908 Act Receipt?
Timber Management				
National Forest Fund (NFF) Receipts	\$31,984	\$30,000	\$30,000	Yes
Mandatory Transfers from NFF:				
Timber Roads--Purchaser Election Program	(2,000)	(2,000)	(2,000)	
Acquisition of Lands for National Forests, Special Acts	(200)	(200)	(200)	
Ten-Percent Roads and Trails Fund	(4,700)	(4,100)	(4,100)	
Cooperative Work - Knutsen-Vandenberg Fund	211,784	45,936	45,850	Yes
Timber Salvage Sales	27,654	19,698	19,618	Yes
Timber Sales Pipeline Restoration Fund	6,487	6,480	6,850	Yes
Credits to Timber Purchasers (not receipts)				
Credits for Road Construction (sales before April 1, 1999)	(214)	(1)	(1)	Yes
Specified Road Costs	(12,852)	(20,000)	(20,000)	Yes
Brush Disposal	10,156	8,445	8,430	
Forest Botanical Products	1,450	1,565	1,565	
Total Timber Management Receipts	\$289,515	\$112,124	\$112,313	
Total Timber Management Receipts and Credits	\$302,581	\$132,125	\$132,314	
Net Timber Management Deposits to NFF and Grasslands Fund	\$25,084	\$23,700	\$23,700	
Grazing Management				
National Forest Fund (NFF) Receipts	\$4,839	\$5,100	\$5,100	Yes
Grasslands and Land Utilization Projects (LUP)	157	200	200	No
Mandatory Transfers from NFF & Grasslands & LUP's:				
Range Betterment Fund (50 Percent Grazing)	(2,419)	(3,257)	(2,360)	Yes
Acquisition of Lands for National Forests, Special Acts	(40)	(40)	(40)	
Ten-Percent Roads and Trails Fund	(700)	(700)	(700)	
Total Grazing Management Receipts	\$4,996	\$5,300	\$5,300	
Net Grazing Management Deposits to NFF and Grasslands Fund	\$1,837	\$1,303	\$2,200	
Minerals Management				
National Forest Fund (NFF) Receipts	\$1,845	\$1,850	\$1,850	Yes
FS Grasslands Minerals Receipts	\$3	\$3	\$3	
Minerals Receipts on Acquired Lands to NFF from ONNR	28,764	30,000	30,000	Yes
Grasslands and Land Utilization Projects (LUP) from ONNR	89,983	90,000	90,000	No

Revenue, Receipts, and Transfers	FY 2013 Enacted	FY 2014 Estimated	FY 2015 Pres Bud	1908 Act Receipt?
Mandatory Transfers from NFF:				
Acquisition of Lands for National Forests, Special Acts Ten-Percent Roads and Trails Fund	(10) (300)	(10) (300)	(10) (300)	
Total Minerals Receipts	\$120,595	\$121,853	\$121,853	
Total Minerals Deposits to NFF and Grasslands Fund	\$120,285	\$121,543	\$121,543	
Landownership Management				
National Forest Fund (NFF) Receipts - Land Uses	\$17,960	\$20,000	\$20,000	Yes
National Forest Fund (NFF) Receipts - Power	8,031	9,000	9,000	Yes
Grasslands and Land Utilization Projects (LUP) -Land Uses & Power	383	300	300	No
Mandatory Transfers from NFF:				
Acquisition of Lands for National Forests, Special Acts Ten-Percent Roads and Trails Fund	(200) (3,900)	(230) (4,000)	(220) (4,000)	
Acquisition of Lands to Complete Land Exchanges		217		
Commercial Filming and Still Photography Land Use Fee Retention	673	613	533	
Organizational Camp Programs	585	389	361	
Cost Recovery (Administration of Rights-of-Way)	5,959	5,633	4,850	
Total Landownership Management Receipts	\$33,208	\$35,852	\$34,744	
Total Landownership Management Deposits to NFF and Grasslands Fund	\$22,274	\$25,070	\$25,080	
Recreation Management Revenues and Receipts				
National Forest Fund - Recreation, Admission, and User Fees	\$61,409	\$57,000	\$57,000	Yes
Mandatory Transfers from NFF:				
Acquisition of Lands for National Forests, Special Acts Ten-Percent Roads and Trails Fund	(500) (9,100)	(400) (7,900)	(400) (7,900)	
Recreation Fees Forest Service	69,484	65,132	65,169	
Land Between the Lakes (LBL) Management Fund	4,559	4,800	4,800	
Land Between the Lakes (LBL) Trust Fund				
Total Recreation Management Receipts	\$135,452	\$126,932	\$126,969	
Net Recreation Management Deposits to NFF and Grasslands Fund	\$51,809	\$48,700	\$48,700	

Revenue, Receipts, and Transfers	FY 2013 Enacted	FY 2014 Estimated	FY 2015 Pres Bud	1908 Act Receipt?
Other Revenues and Receipts				
Grasslands and Land Utilization Projects (LUP)- all other	\$10	\$10	\$10	No
Stewardship Contracting	12,483	10,856	11,148	
Cooperative Work, Other	32,285	37,966	37,602	
Midwin National Tallgrass Prairie Rental Fees	2,269	800	800	
Midwin National Tallgrass Restoration Fees				
Licensee Program Smokey Bear	69	100	100	
Licensee Program Woodsy Owl	1	7	6	
Forest Service Go Green Program	50	67	68	
Operation and Maintenance of Forest Service Quarters	8,411	8,000	8,000	
Conveyance of Administrative Sites	3,849	18,522	18,000	
Site-Specific Land Acts				
Restoration of Forest Lands and Improvements	80,599	10,874	14,432	
Gifts, Donations, and Bequests for Research	50	50	50	
Valles Caldera Fund	790	800	800	
Total Other Receipts	\$140,866	\$88,052	\$91,016	
Total Other Deposits to Grasslands Fund	\$10	\$10	\$10	
Total Forest Service Revenue and Receipts	\$724,632	\$490,113	\$492,195	
Total Deposits to NFF before Mandatory Transfers	154,832	152,950	152,950	
Total Deposits to Grasslands Fund before Mandatory Transfers	90,533	90,510	90,510	
Total Mandatory Transfers	(24,069)	(23,137)	(22,230)	
Total Deposits to NFF & Grasslands after Mandatory Transfers	\$221,299	\$220,326	\$221,233	
Deposits & Credits Basis for Act of 1908 (25% Fund)	\$475,592	\$305,575	\$305,779	
Payments and Transfers for States and Counties.				
National Forest Fund Payments to States Available	\$76,512	\$83,678	\$50,850	
Payments to States Act of 1908	11,240	11,240	10,000	
Payments to States Supplemental	196,917	180,000	164,000	
Payments to Minnesota Counties	5,844	6,150	6,150	
Payments to Counties, Bankhead-Jones Farm Tenant Act	25,304	21,269	21,000	
Secure Payments for States	29,365	30,166	64,000	
Secure Payments for States/Repayment per DOT	2,304	131		
Total Payments and Transfers for States and Counties	\$347,486	\$332,634	\$316,000	

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Summary of Appropriations and Budget Line Item Changes

The following descriptions summarize the changes for each FY 2015 appropriation and related budget line items compared to FY 2014 shown in the Three Year Summary of Appropriations.

Integrated Resource Restoration Consolidated Budget Line Items

(dollars in thousands)

Approp	Budget Line Item	FY 2013 Pilot*	FY 2014 Pilot**	Changes	FY 2015 President's Budget
NFS	Integrated Resource Restoration	-	-	\$820,000	\$820,000
NFS	Wildlife and Fisheries Habitat Mgmt.	24,198	31,000	(31,000)	-
NFS	Forest Products	42,227	53,000	(53,000)	-
NFS	Vegetation and Watershed Mgmt	40,206	50,000	(50,000)	-
CIM	Legacy Roads and Trails	11,502	12,000	(12,000)	-
WFM	Hazardous Fuels Non-WUI	19,907	24,000	(24,000)	-
	Total	\$138,040	\$170,000	650,000	\$820,000

Note: Integrated Resource Restoration in FY 2012 to FY 2014 is a pilot program in Regions 1, 3, and 4.

* The FY 2013 pilot amounts are the amounts authorized for transfer in the FY 2013 Operating Plan.

**The FY 2014 Appropriations Act allows the Forest Service to transfer "up to" these amounts to the IRR Pilot Program. The actual amounts to be transferred still need to be determined. / FY 2014 amount includes cost pool expenses calculated with the actual Direct Labor Hours charged in the previous year.

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

(dollars in thousands)

Approp	Budget Line Item	FY 2013 Enacted	FY 2014 Enacted	Changes	FY 2015 President's Budget
NFS	Land Management Planning, Assessment, and Monitoring	-	-	\$183,928	\$183,928
NFS	Land Management Planning	37,203	37,754	(37,754)	-
NFS	Inventory and Monitoring	150,652	151,019	(151,019)	-
	Total	\$187,855	\$188,773	(\$4,845)	\$183,928

S&PF Redesign and Landscape Scale Restoration

(dollars in thousands)

Approp	Budget Line Item	FY 2013 Enacted*	FY 2014 Enacted	Change	FY 2015 President's Budget
S&PF	Landscape Scale Restoration	-	\$14,000	\$9,513	\$23,513
S&PF	FHM Cooperative Lands	\$1,539	-	-	0
WFM	FHM Cooperative Lands	0	-	-	0
S&PF	State Fire Assistance	0	-	-	0
WFM	State Fire Assistance	3,343	-	-	0
S&PF	Forest Stewardship	4,992	-	-	0
S&PF	Urban and Community Forestry	3,390	-	-	0
	Total	\$13,264	\$14,000	\$9,513	\$23,513

*In FY 2013 Redesign funds were reduced as a result of sequestration.

FHM Federal Lands Consolidated Budget Line Items*(dollars in thousands)*

Approp	Budget Line Item	FY 2013 Enacted	FY 2014 Enacted	Changes	FY 2015 President's Budget
S&PF	FHM Federal Lands	\$44,944	\$58,922	0	\$58,922
WFM	FHM Federal Lands	15,151	0	0	0
	Total	\$60,095	\$58,922	0	\$58,922

FHM Cooperative Lands Consolidated Budget Line Items*(dollars in thousands)*

Approp	Budget Line Item	FY 2013 Enacted	FY 2014 Enacted	Changes	FY 2015 President's Budget
S&PF	FHM Cooperative Lands	\$36,894	\$45,655	0	\$45,655
WFM	FHM Cooperative Lands	7,931	0	0	0
	Total	\$44,852	\$45,655	0	\$45,655

State Fire Assistance Consolidated Budget Line Items*(dollars in thousands)*

Approp	Budget Line Item	FY 2013 Enacted	FY 2014 Enacted	Changes	FY 2015 President's Budget
WFM	State Fire Assistance	\$52,672	\$78,000	\$0	\$78,000
S&PF	State Fire Assistance	25,759	0	0	0
	Total	\$78,431	\$78,000	\$0	\$78,000

Volunteer Fire Assistance Consolidated Budget Line Items*(dollars in thousands)*

Approp	Budget Line Item	FY 2013 Enacted	FY 2014 Enacted	Changes	FY 2015 President's Budget
WFM	Volunteer Fire Assistance	\$6,035	\$13,025	(\$25)	\$13,000
S&PF	Volunteer Fire Assistance	6,320	0	0	0
	Total	\$12,355	\$13,025	(\$25)	\$13,000

FY 2015 Land Acquisition Projects

Administrative Funds				Funding Request
Acquisition Management				\$7,500,000
Priority Recreational Access				\$2,000,000
Cash Equalization				\$500,000
Priority Order	Project Name	State	Unit	Funding Request
1	CLP*: California Southwest Desert	CA	San Bernardino	\$2,100,000
		CA	Pacific Crest NST	\$1,265,000
2	Sierra Nevada Checkerboard; Royal Gorge	CA	Tahoe	\$2,200,000
3	Tenderfoot	MT	Lewis and Clark	\$2,000,000
4	CLP: National Trails System	TN	Appalachian NST	\$330,000
		WA	Pacific Northwest NST	\$2,700,000
		WA	Pacific Crest NST	\$1,320,000
5	North Carolina Threatened Treasures	NC	Pisgah	\$2,100,000
6	Wilderness Inholdings	NM	Gila Wilderness	\$500,000
		NM	White Mountain Wilderness	\$100,000
		KY	Beaver Creek Wilderness	\$50,000
		AK	Stikine LeConte Wilderness	\$145,000
		CA	Ventana Wilderness	\$240,000
7	CLP: Florida-Georgia Longleaf Pine Initiative	FL	Osceola	\$5,000,000
8	Mid-America's Great Rivers	IL	Shawnee	\$2,200,000
9	Pacific Northwest Streams	OR	Siuslaw	\$150,000
		WA	Rogue River-Siskiyou	\$350,000
10	Washington Cascades-Yakima River Watershed	WA	Okanogan-Wenatchee	\$2,700,000
11	Great Lakes Northwoods	MI	Ottawa	\$650,000
		WI	Chequamegon-Nicolet	\$2,500,000
12	Miranda Canyon	NM	Carson	\$2,600,000
13	CLP: South Carolina's Longleaf Legacy	SC	Francis Marion	\$2,000,000
14	Wasatch Watersheds-Bonneville Shoreline Trail	UT	Uinta-Wasatch-Cache	\$1,500,000
15	Hurdygurdy	CA	Six Rivers	\$1,300,000
16	Missouri Ozarks-Current River	MO	Mark Twain	\$1,000,000
17	Montana Legacy	MT	Lolo; Flathead	\$4,000,000
Subtotal Discretionary Funding				\$51,000,000
Acquisition Management				\$5,000,000
Recreational Access				\$2,000,000
Cash Equalization				\$500,000
18	CLP: Upper Rio Grande	CO	Rio Grande	\$4,700,000
19	Pacific Northwest Streams	OR	Mt. Hood	\$2,300,000
		OR	Umpqua	\$800,000
20	CLP: Grasslands/Prairie Potholes	SD	Black Hills	\$2,856,000
21	Tennessee Mountains Trails and Waters-Rich Mountain Inholding	TN	Cherokee	\$3,700,000
22	Heinrich-Fossil Creek	AZ	Coconino	\$1,000,000

Priority Order	Project Name	State	Unit	Funding Request
23	Chesapeake Bay Headwaters Protection	VA	George Washington and Jefferson	\$1,545,000
24	CLP: High Divide	ID	Caribou-Targhee	\$1,325,000
		ID	Payette and Salmon Challis	\$4,260,000
		MT	Beaverhead-Deerlodge	\$200,000
		MT	Gallatin	\$2,000,000
25	Greater Yellowstone Area	WY	Bridger-Teton	\$3,000,000
26	Castle Crags	CA	Shasta-Trinity	\$2,800,000
27	Georgia-Disappearing Wildlands of GA Mountains and Rivers	GA	Chattahoochee-Oconee	\$2,700,000
28	Taconic and Green Mountain Range	VT	White Mountain	\$1,000,000
29	Montana Legacy	MT	Lolo; Flathead	\$4,000,000
30	North Carolina Threatened Treasures	NC	Pisgah	\$3,500,000
31	Wilderness Inholdings	GA	Brasstown Wilderness	\$350,000
		VA	Barbours Creek Wilderness	\$200,000
		ID	Frank Church Wilderness	\$1,590,000
		OR	Wild Rogue Wilderness	\$350,000
32	CLP: National Trails System	CA	Pacific Crest NST	\$3,600,000
		WA	Pacific Crest NST	\$1,500,000
		MT	Nez Perce NHT-Holland Ranch	\$1,050,000
		TN	Appalachian NST	\$2,720,000
33	Great Lakes Northwoods	MN	Superior	\$3,000,000
34	CLP: Florida-Georgia Longleaf Pine Initiative	FL	Osceola	\$3,677,000
35	CLP: South Carolina's Longleaf Legacy	SC	Francis Marion	\$4,000,000
36	Wasatch Watersheds-Bonneville Shoreline Trail	UT	Uinta-Wasatch-Cache	\$1,500,000
37	Mid-America's Great Rivers	IN	Hoosier	\$950,000
38	Cube Cove	AK	Tongass	\$3,000,000
Subtotal Mandatory Funding				\$76,673,000
Total Funding				\$127,673,000

*Collaborative Landscape Planning project, part of Interagency Collaborative Land and Water Conservation fund Initiative.

FY 2015 Forest Legacy Program Proposed Projects

Priority Rank	State	Project Name	Request
Administrative Funds			\$6,400,000
1	MT	Haskill Basin Watershed Project	7,000,000
2	ID	Hall Mountain	2,700,000
3	TX	Bobcat Ridge	2,370,000
4	AZ	Turkey Creek Canyon	2,400,000
5	OH	Little Smokies	1,285,000
6	ID	Clagstone Meadows	5,500,000
7	VT	Dowsville Headwaters	2,500,000
8	GA	Paulding County Land Area	3,000,000
9	NC	East Fork of French Broad Headwater Phase II	3,500,000
10	ME	Gulf Hagas Whitecap	1,700,000
11	UT	Zion-Orderville Gulch	2,500,000
12	WI	Wild Waters Working Forest	2,500,000
13	CA	Ryan Creek Conservation Easement	1,200,000
14	OR	Hood River Forest and Fish Conservation	3,000,000
15	WA	South Puget Sound Coastal Forest	4,000,000
16	VA	Upper Rappahannock River Valley	1,085,000
17	CT	Whip-Poor-Will Woods	360,000
Subtotal, Discretionary			53,000,000
18	CT	Whip-Poor-Will Woods- <i>remainder of total recommended funding</i>	2,145,000
19	CO	Sawtooth Mountain	3,000,000
20	CA	P-2 McCloud Working Forest Easement	2,300,000
21	SC	Liberty Hill Phase II	2,000,000
22	VT	Groton Forest Legacy Initiative	2,500,000
23	CA	Rainbow Ridge Wherit Conservation Easement	650,000
24	TN	Sherwood Forest	3,000,000
25	TN	Carter Mountain Project	1,520,000
26	UT	Zion North Fork	1,000,000
27	WA	Pysht Coastal Forest Phase 2	2,000,000
28	HI	Helemano Wilderness Area	3,000,000
29	NY	Rensselaer Plateau Working Forest Phase I	755,000
30	HI	Hoomau Ranch	1,800,000
31	FL	Silver Springs Watershed	3,250,000
32	ME	Big Six Forest	3,500,000
33	MA	Connecticut to Quabbin Reservoir	1,800,000
34	VT	Windham Region Working Forest	1,500,000
35	OR	West Klamath Lake Forest	2,900,000
36	MT	Clear Creek Conservation Project	595,000

Priority Rank	State	Project Name	Request
37	NH	Oliverian Valley	510,000
38	PA	The Northeast Connection	1,500,000
39	NC	Poison Fork Forest	750,000
40	AR	Wye Mountain Headwaters	1,900,000
41	MI	Pilgrim River Forest	700,000
42	FL	Ocala National Forest Wildlife Corridor	1,200,000
43	NC	Chesson Longleaf Forest	225,000
44	MN	Lake Alexander	1,000,000
Subtotal, Mandatory			47,000,000
Total Funding			\$100,000,000

FY 2015 Facilities Major Projects List

(dollars in thousands)

Agency-wide Critical Infrastructure Support	Total Cost
Total - Recreation Maintenance (Projects Under \$500,000)	\$39,465
FA&O Maintenance (Projects \$250,000 - \$499,000)	1,623
Capital Improvement (Projects Under \$500,000)	2,580
Planning and Design for Future Projects	2,497
Washington Office (Maintenance and Improvement)	3,942
Albuquerque Service Center Business Management (Maintenance and Improvement)	7,089
Project Management and Implementation Support	1,195
Critical Infrastructure Support Subtotal	\$18,926
Total - Critical Infrastructure Support and Recreation Maintenance	\$58,390

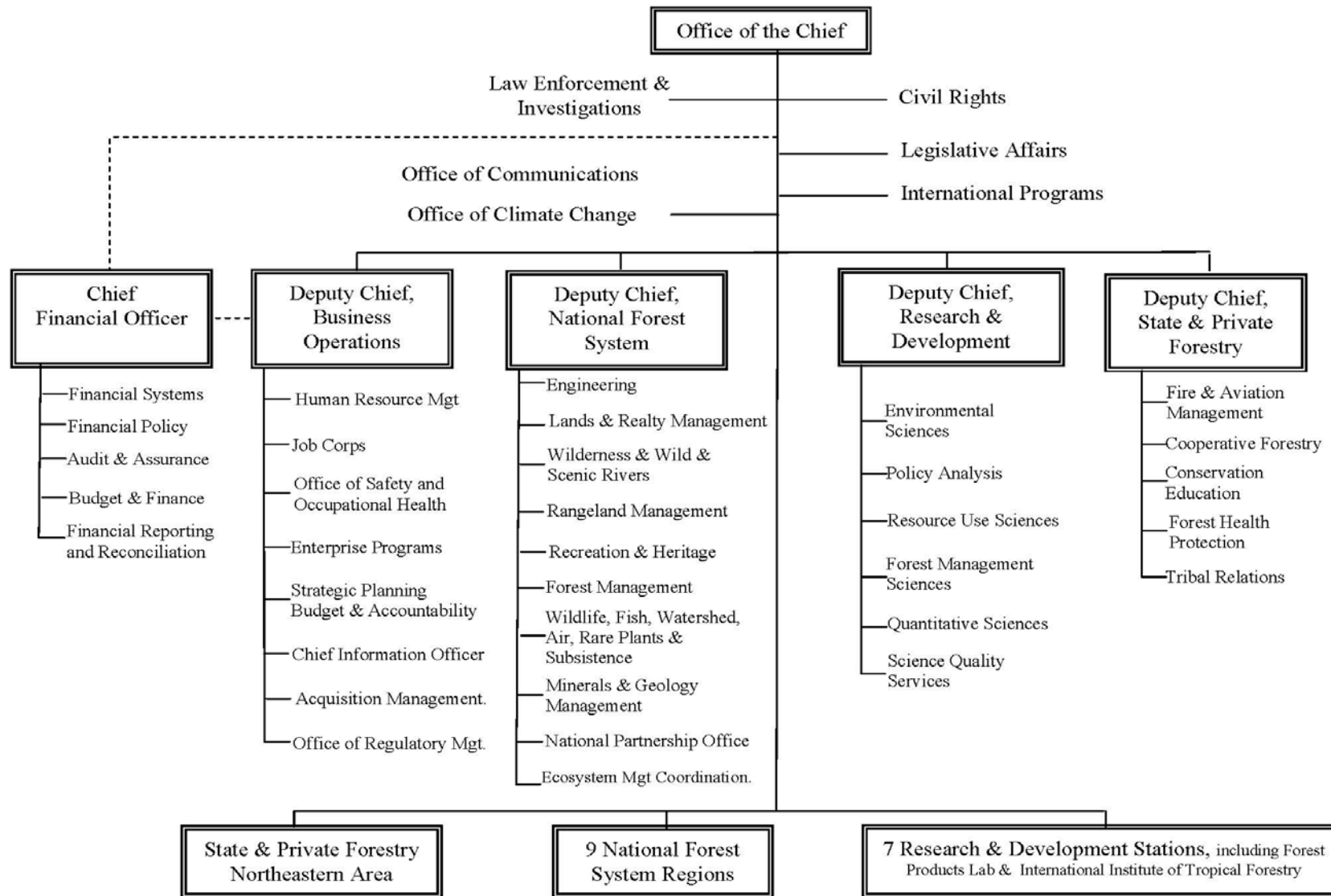
Region/ Station/ Area	State	Project Name and Type	Unit	Deferred Maintenance Eliminated	Project Cost
National Priority Projects					
1	MT	Regional Office Rehabilitation at Fort Missoula - Phase 3	Regional Office	\$0	\$1,200
3	AZ	Prescott Aviation Fire Center Improvements	Prescott NF	167	1,000
10	AK	CoLocated Sitka Office Renovation	Sitka Ranger District	474	800
National Priority Subtotal				\$641	\$3,000
Regional Priority Projects					
1	MT	Regional Office Rehabilitation at Fort Missoula - Phase 2	Mountain Region	\$0	\$1,600
2	WY	Cook Lake Dam Repair	Black Hills NF	86	1,225
2	CO	Gunnison Office Renovations (Phase 2)	GMUG	769	600
4	ID	Salmon-Challis NF Seasonal Housing Relocation (Phase 1)	Salmon-Challis NF	314	920
8	GA	Morganton Point Water/Wastewater Replacement	Chattahoochee NF	129	713
9	IN	Deer Creek Dam Rehabilitation	Hoosier NF	1,250	1,500
10	AK	Sitka Energy Retrofit	Tongass NF	95	650

Region/ Station/ Area	State	Project Name and Type	Unit	Deferred Maintenance Eliminated	Project Cost
Research	HI	Hawaii Experimental Tropical Forest Infrastructure Improvements PH 7	Pacific Southwest Research Station	0	1,000
Research	WI	Forest Products Lab Building 33 Fume Hood Replacement	Forest Products Lab	603	603
Research	WI	Forest Products Lab Building 29 and 34 Fume Hood Replacement	Forest Products Lab	579	579
SDTDC	CA	Replace SDTDC Electrical & Test HVAC Systems	San Dimas T&D Center	820	820
<i>Regional Priority Subtotal</i>				<i>\$4,645</i>	<i>\$10,210</i>
Total - National and Regional Facilities Projects Funding				\$5,286	\$13,210

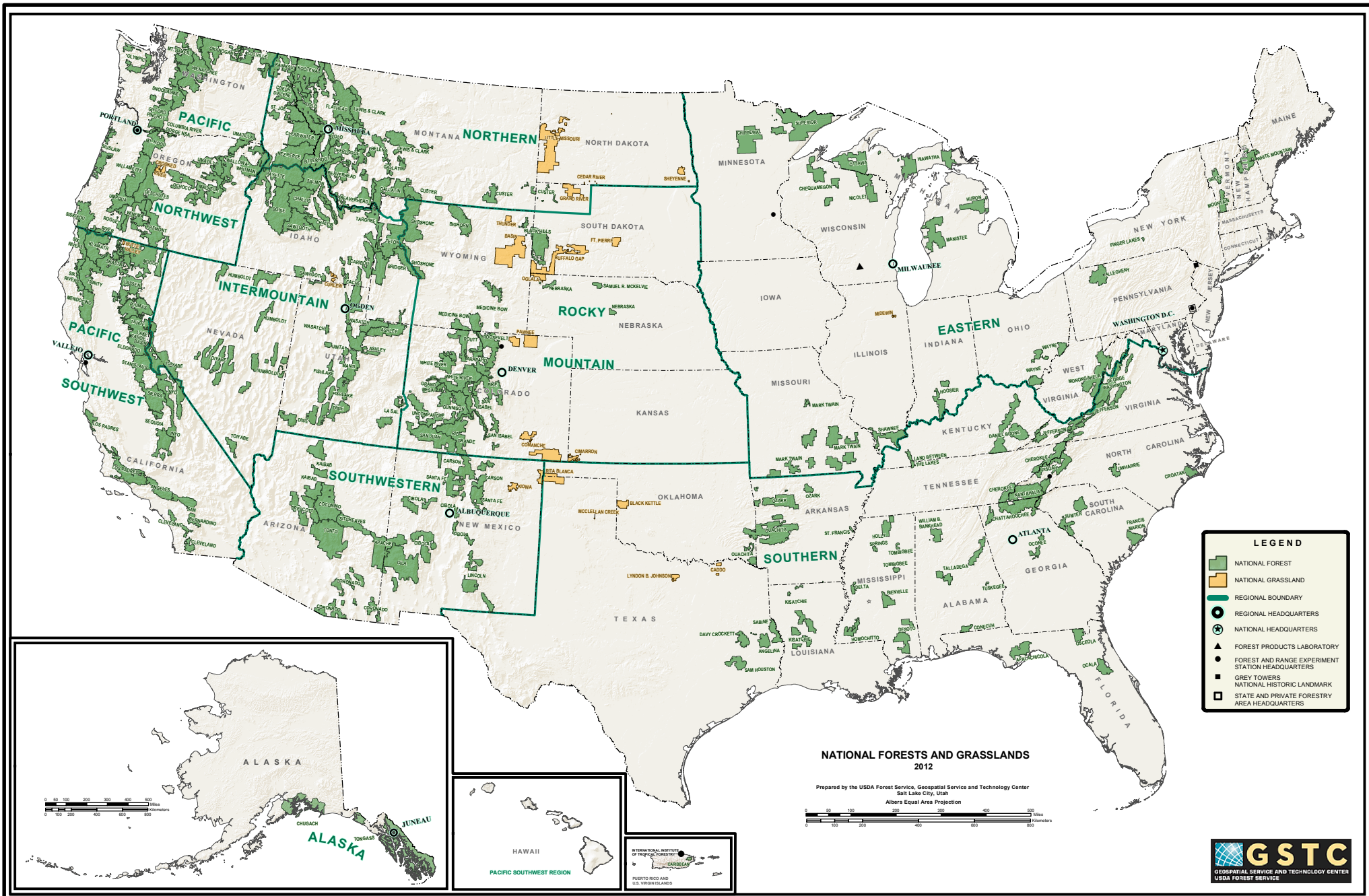
Key Performance Measures

Key Theme & Supporting Measures	FY 2011 Actual	FY 2012 Actual	FY 2013 Actual	FY 2014 Target	FY 2015 Target
Restoring Resilient Landscapes					
Acres treated annually to sustain or restore watershed function and resilience	2,624,016	2,569,617	2,533,121	2,700,000	2,700,000
Miles of stream habitat restored or enhanced annually	3,878	3,704	4,168	3,262	3,262
Number of watersheds restored and moved to an improved condition class	NA	9	12	15	26
Miles of roads decommissioned	1,540	2,103	1,936	1,200	2,000
Acres of terrestrial habitat enhanced through Collaborative Forest Landscape Restoration Projects (CFLRP)	167,263	182,046	398,231	382,000	420,200
Acres of forest vegetation improved through CFLRP projects	20,561	34,591	67,511	173,200	167,500
Acres of cooperative lands treated for invasive species control	475,150	546,025	410,371	468,993	468,993
Invasive species tools developed, delivered and used tools on a five year rolling average	163	169	193	168	173
Number of wilderness areas managed to a minimum stewardship level	220	307	356	365	365
Acres of non-industrial private forest lands being managed sustainably under forest stewardship management plans	1,531,858	1,652,087	2,178,735	1, 500,000	1,500,000

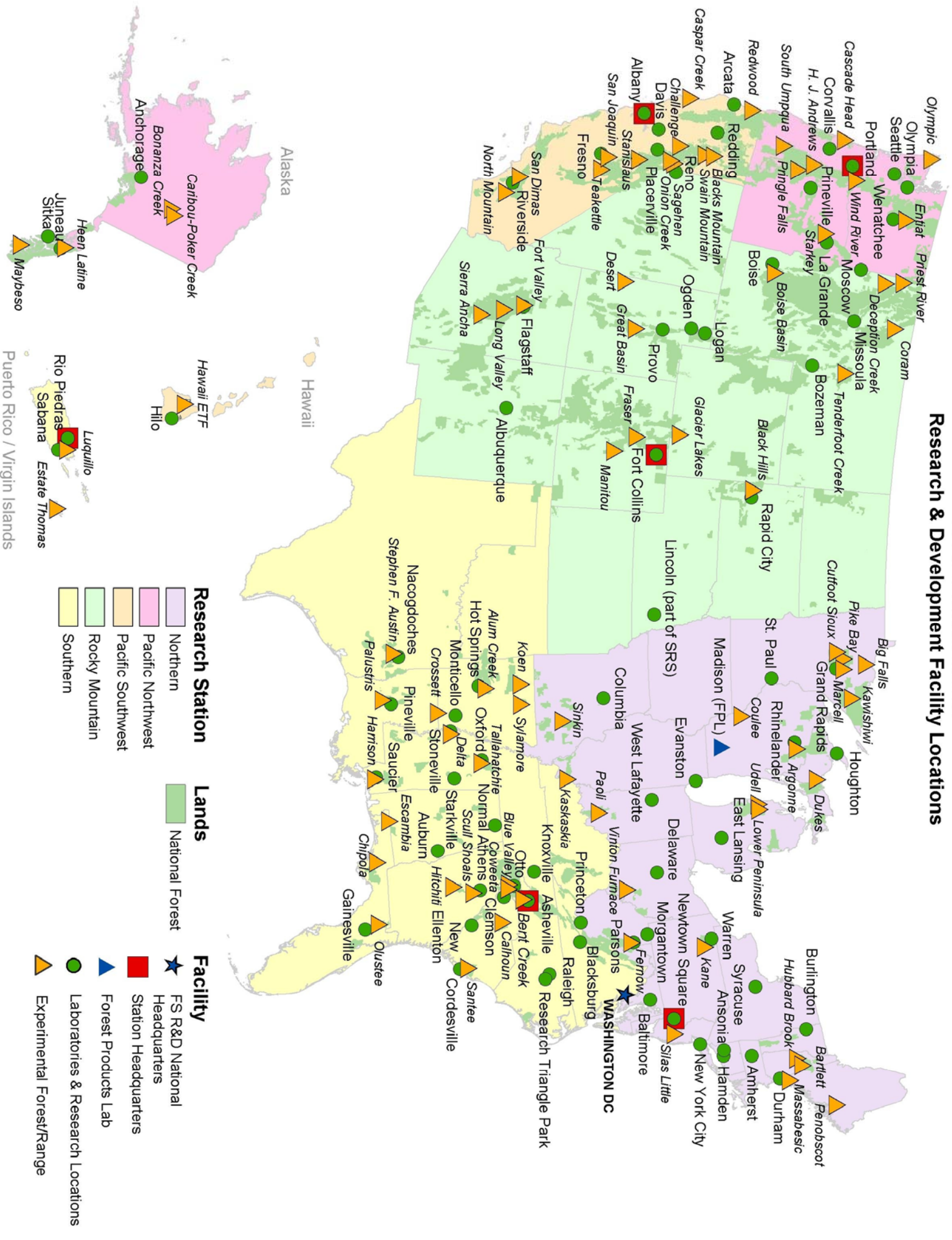
Key Theme & Supporting Measures	FY 2011 Actual	FY 2012 Actual	FY 2013 Actual	FY 2014 Target	FY 2015 Target
Building Thriving Communities					
Number of communities with developing or established urban and community forestry programs resulting from Forest Service assistance	7,172	7,499	7,292	7,150	7,100
Volume of timber sold by billion board feet	2.53	2.64	2.610	2.80	3.10
Tons of green woody biomass made available for energy production (millions of tons)	2,954,842	2,813,403	2,912,486	2,300,000	2,500,000
Miles of system trails maintained	50,305	59,274	50,915	48,000	49,500
Acres of environmentally important forests protected from conversion (Discretionary funds)	149,911	52,999	87,927	85,000	90,000
Number of people who annually participate in Forest Service environmental literacy programs	5,183,467	6,878,710	4,562,348	4,200,000	4,200,000
Managing Wildland Fires					
Acres of wildland-urban interface (WUI) high-priority hazardous fuels	1,611,991	1,867,202	1,736,927	1,250,000	1,430,000
Percent of acres treated in the WUI, that are identified in Community Wildfire Protection Plans or equivalent plans	60.8	93.0	85.4	90	90
Number of Volunteer fire departments assisted -NFP	5,605	6,120	6,427	8,120	8,500
Percent of fires that were suppressed while under 300 acres	97.11	96.54	97.70	NA	NA
Financial assistance to communities at risk of wildfire (number of communities)	14,724	16,577	11,562	12,180	12,500



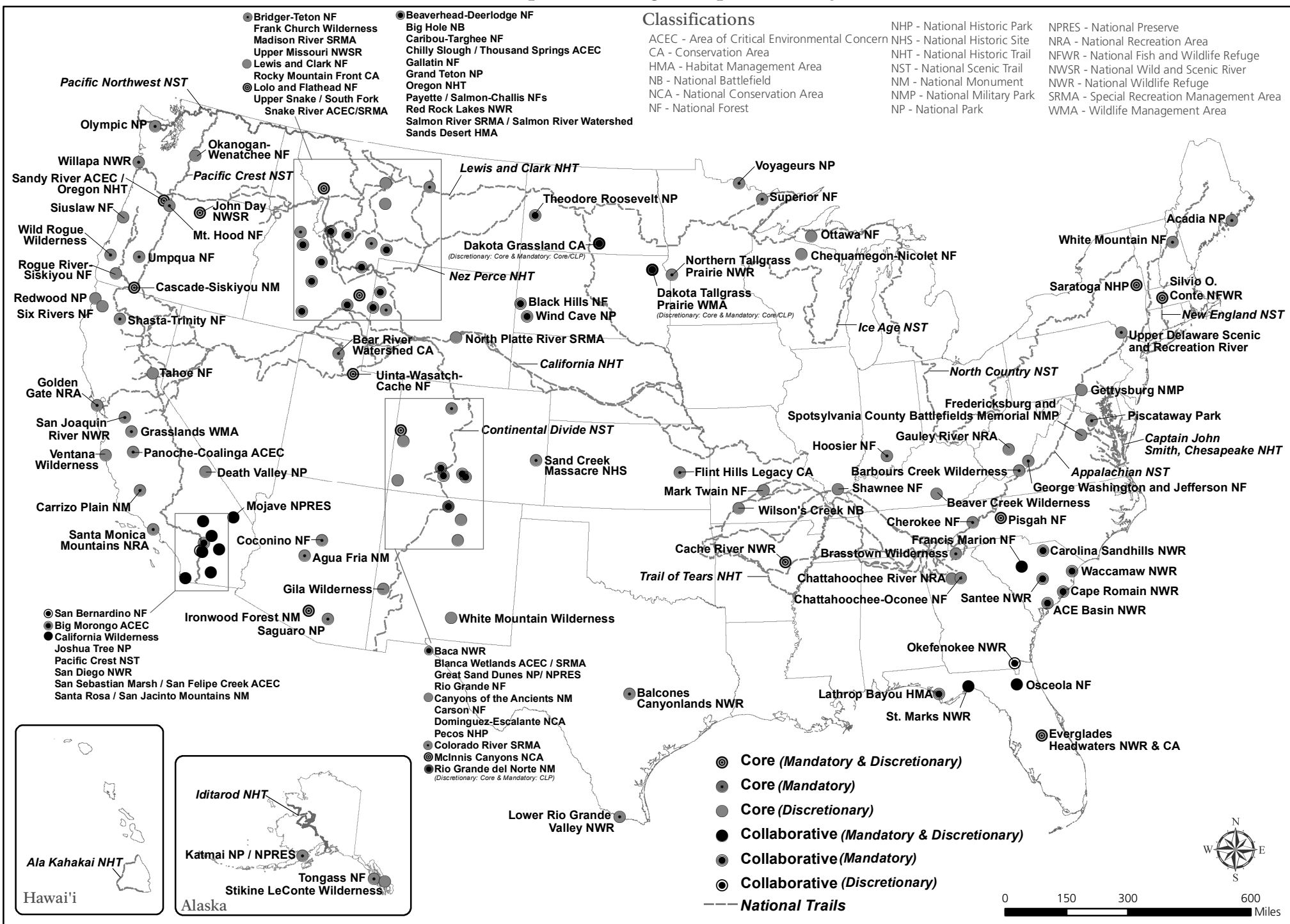
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USDA Forest Service Research & Development Facility Locations



Land and Water Conservation Fund Land Acquisition Budget Proposal FY2015

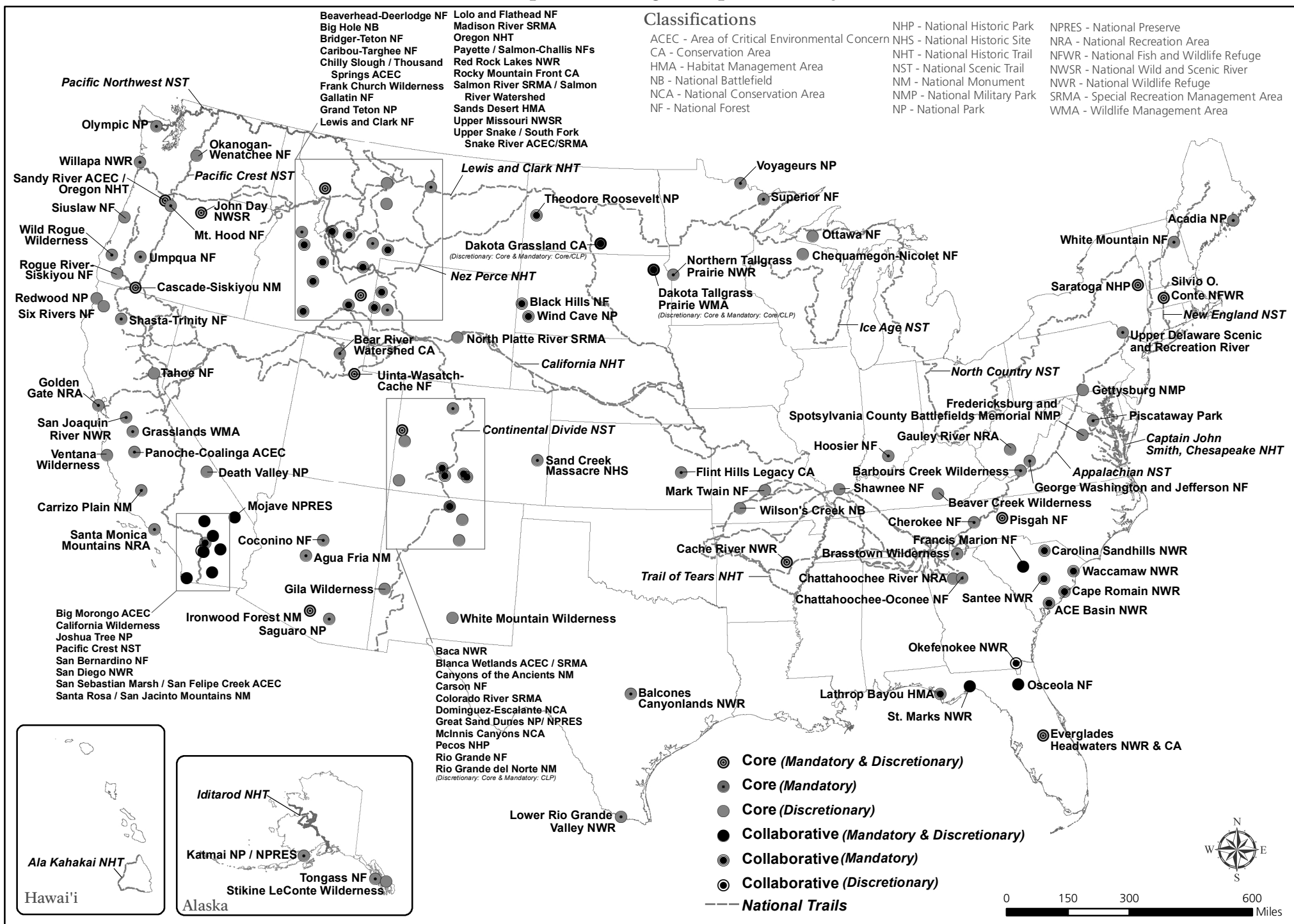


Information on this map is provided for purposes of discussion and visualization only

This map depicts LWCF federal land acquisition only and does not include the dozens of projects funded through Forest Legacy, and other LWCF state grant programs.

Land and Water Conservation Fund

Land Acquisition Budget Proposal FY2015



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