

GAO

Report to the Chairman,
Committee on the Budget,
House of Representatives

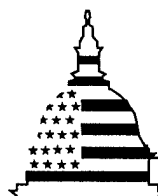
July 1999

LAND MANAGEMENT

The Forest Service's and BLM's Organizational Structures and Responsibilities



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**Resources, Community, and
Economic Development Division**

B-282951

July 29, 1999

The Honorable John R. Kasich
Chairman, Committee on the Budget
House of Representatives

Dear Mr. Chairman:

In response to your request, we are reporting on (1) the operational and demographic profiles of the Forest Service and the Bureau of Land Management and (2) our observations on the major similarities and differences emerging from this information.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 14 days after the date of this letter. At that time, we will send copies of this report to the Honorable Bruce Babbitt, Secretary of the Interior; Tom Fry, Acting Director, Bureau of Land Management; the Honorable Daniel R. Glickman, Secretary of Agriculture; Mike Dombeck, Chief, Forest Service; appropriate congressional committees; and the Honorable Jacob J. Lew, Director, Office of Management and Budget. We will make copies available to others upon request.

Please call me on (206) 287-4810 if you or your staff have any questions on this report.

Sincerely yours,

A handwritten signature in cursive script that reads "James K. Meissner".

James K. Meissner
Associate Director, Energy,
Resources, and Science Issues

Executive Summary

Purpose

Managing federal lands and the natural resources contained on them raises significant controversy between the appropriate levels of consumption and the appropriate need to conserve these lands and resources for generations to come. The Bureau of Land Management and the Forest Service are two of the largest land management agencies responsible for implementing national policy on the consumption and conservation of natural resources. Debates continue among interested parties—the Congress, federal agencies, state agencies, and private interests—concerning the most efficient and effective means of accomplishing the goals of the federal government’s land management agencies. But the final decisions must flow from the Congress, which must decide how much funding—and for what programs—the land management agencies receive compared with the pressing needs of all government programs.

To provide the Congress with sufficient information for making these land management decisions, the Chairman, House Committee on the Budget, requested that GAO (1) provide a comprehensive demographic and organizational profile of the Bureau of Land Management and the Forest Service, including information about each agency’s managed lands; mission, goals, structure, roles, and responsibilities; location, type, and number of offices; activities and obligations; and receipts generated; and (2) provide observations on the major similarities and differences emerging from this information.

Background

Federal agencies manage about 650 million acres of land nationwide. Most of these federally managed acres are under the jurisdiction of two agencies—the Bureau of Land Management, within the Department of the Interior, and the Forest Service, within the U.S. Department of Agriculture. Each of these agencies has specific legislation guiding how its lands are to be used, and each manages its lands under the principle of multiple-use, sustained yield, which assumes a continued high level of resource outputs without impairing the productivity of the lands. That is, both agencies manage their lands for such uses as mining, grazing, timber harvesting, and recreation, and no one use is considered to be primary.

Results in Brief

The Forest Service and the Bureau of Land Management manage their federal lands for multiple uses through a multilevel—headquarters and field office—organizational structure. The agencies are responsible for managing the same types of natural resources—such as, timber, minerals,

grazing, recreation, and wildlife—on about 70 percent of all public lands. These lands represent about 21 percent of the nation's total surface area—primarily in the West. The agencies' lands are mostly contiguous, and some of their 1,064 offices are in the same location or in close proximity. With over 44,000 multidisciplined permanent and temporary employees, the agencies' workforces are primarily white collar; a large portion of the employees are in scientific disciplines such as the biological sciences, the physical sciences, engineering and architecture. The total obligations for these agencies amounted to \$4.2 billion in fiscal year 1998, and their largest appropriations fund similar budget categories dealing with the management of rangelands and forestlands, wildlife and fisheries, and recreation. During fiscal year 1998, the Forest Service generated about \$576 million in receipts from the sale or use of natural resources, and the Bureau of Land Management generated about \$140 million.¹

The organizational and demographic profiles of the Forest Service and the Bureau of Land Management are similar in many respects, including the agencies' missions and goals, the amount of land managed in the lower 48 states, the purposes for which the lands are managed, the types of employees hired, the location and type of offices maintained, the budget categories incurring the largest obligations, the activities performed under these budget categories, and the types of receipts generated. Yet while these similarities exist, the agencies differ in terms of their magnitude and emphasis. For example, the Forest Service is a much larger organization in most of the attributes we examined, and each agency emphasizes different resource uses—most of Forest Service's lands are forests while most of Bureau of Land Management's lands are rangelands. In addition, each of the agencies has several unique functions. For example, the Forest Service has a large forest and rangeland research program and the Bureau of Land Management has certain governmentwide programs that do such things as administering mining laws and making "Payments in Lieu of Taxes" for the entire government.²

¹In addition to the receipts collected by the Bureau of Land Management and the Forest Service, the Minerals Management Service (within the Department of the Interior) collected almost \$1.1 billion in receipts generated from Bureau of Land Management lands and \$59 million in receipts generated from Forest Service lands during fiscal year 1998.

²The Bureau of Land Management compensates counties to provide Payments in Lieu of Taxes that would have been received by these jurisdictions if the federal lands were privately owned.

GAO's Analysis

Organizational and Demographic Profiles

The Bureau of Land Management, established in 1946 within the Department of the Interior, manages about 264 million acres of public lands—nearly 12 percent of the nation's total surface area and about 40 percent of all federal lands. The Bureau's lands are primarily in the 11 western states and Alaska, but the Bureau also manages an additional 300 million acres of subsurface mineral resources located throughout the country. The Bureau's workforce includes more than 10,000 permanent and temporary employees located in 189 offices, which include headquarters, national centers, and field offices. Annually, the Bureau spends about \$1.2 billion to operate and manage its organization and lands and generates about \$140 million in receipts from its various operations.

- Among the budget categories with the largest obligations in fiscal year 1998 were Land Resources, at \$133 million; Payments in Lieu of Taxes, at \$120 million; and Workforce and Organizational Support, at \$119 million. When taken together, the Wildland Fire Preparedness and Wildland Fire Operations obligations totaled almost \$168 million. These obligations used about 5,275 full-time equivalents in fiscal year 1998.³
- The Bureau's state offices and associated field offices with the largest obligations included Oregon, with \$193 million; Alaska, with \$87 million; and California, with \$80 million.
- Among the receipts generated, timber sales totaled almost \$54 million, mineral leases and permits totaled almost \$46 million, and grazing fees totaled about \$14 million. Oregon, Nevada, and Wyoming generated the largest amounts of receipts.

The Forest Service, established in 1905 within the U.S. Department of Agriculture, manages about 192 million acres of public lands in national forests and grasslands—about 9 percent of the nation's total surface area and about 29 percent of all federal lands. Forest Service lands are located in 44 states, the Virgin Islands, and Puerto Rico. The Forest Service's workforce includes more than 34,000 permanent and temporary employees located in a total of 875 offices, including headquarters, regional, forest, ranger district, research, Job Corps Centers, and other offices in 45 states, Puerto Rico, and the District of Columbia. Annually,

³Full-time equivalent, or FTE, generally consists of one or more employed individuals who collectively complete 2,080 work hours in a given year.

the Forest Service spends about \$3 billion to operate and manage its organization and lands and generates about \$576 million in receipts from its various operations.

- Among the Forest Service's budget categories with the largest obligations in fiscal year 1998 were Fire Presuppression and Suppression and Rehabilitation, at about \$532 million; General Administration, at \$239 million; Forestland Management, at about \$232 million; and Recreation Use, at about \$195 million. These activities employed about 18,255 full-time equivalents in fiscal year 1998.
- The regions with the largest obligations were the Pacific Southwest Region, at about \$454 million; the Southern Region, at \$364 million; and the Pacific Northwest Region, at about \$334 million.
- Among the receipts generated, timber sales and timber-related activities accounted for about \$495 million, or 86 percent of the Forest Service's receipts. Recreation activities accounted for about \$43 million, and minerals activities accounted for another \$20 million. The states with the largest amounts of receipts were Oregon, California, and Idaho.

Observations on the Agencies' Profiles

The organizational and demographic profiles of the Forest Service and the Bureau of Land Management are similar, but the agencies differ in terms of magnitude and emphasis. For example, the Forest Service is a much larger organization in that it has 3 times the number of employees, 3 times the amount of appropriations and obligations, more than 3 times the amount of receipts generated, and over 4 times as many offices throughout the country. Conversely, in a comparison of total acres managed by these agencies, the Bureau of Land Management's lands are significantly vaster than the lands managed by the Forest Service, because of the former's holdings in Alaska. However, the amount of land managed within the contiguous 48 states is about the same for the two agencies; most of the Forest Service's lands are forests, and most of the Bureau of Land Management's lands are rangelands. Finally, the Forest Service's and Bureau of Land Management's funding structures are similar in that both agencies are funded through annual and permanent appropriations and trust funds—as part of the overall Interior and Related Agencies appropriation. Overall, the agencies' descriptions of the tasks performed under each of their budget categories are similar, if not identical, for 18 of the 41 major budget categories. For example, both agencies have an

appropriation entitled Wildland Fire Management that includes two budget categories for wildland fire preparedness and wildland fire operations.

While the Forest Service and the Bureau of Land Management share many similarities in their organizational and demographic profiles, each agency has unique functions that contribute to its overall mission and goals and differentiate the agencies. For example, the Forest Service has several functions that the Bureau of Land Management does not, such as a large forest and rangeland research organization with 85 research offices nationwide and a separate, nationwide state and private forestry organization. Similarly, the Bureau of Land Management is responsible for certain activities that the Forest Service is not, such as maintaining the nation's public lands and realty data, administering mining laws, and making the Payments in Lieu of Taxes for the entire government.

Because of decreased agency budgets and decreased staffing through governmentwide downsizing coupled with an increased emphasis on improving customer service, the Bureau of Land Management and the Forest Service have increased the number and types of shared initiatives that they undertake. The agencies' most notable joint initiative relates to the multi-million-dollar efforts to prevent, control, and extinguish the nation's wildland fires on state and federal lands. Other shared initiatives include conducting local efforts to improve customer service, jointly conducting watershed analyses, jointly managing fish habitats, jointly examining abandoned mines for reclamation-planning purposes, coordinating and cooperating on the implementation of the President's Pacific Northwest Forest Plan, and cosponsoring courses dealing with the design of recreation environments.

Recommendations

GAO is not making recommendations in this report.

Agency Comments

GAO provided the Bureau of Land Management and the Forest Service with a draft of this report for comment. The Forest Service commented that the report accurately and fairly represents the information collected about the Forest Service. The Bureau of Land Management had no comments other than certain technical clarifications, which GAO incorporated in this report.

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Abbreviations

BLM	Bureau of Land Management
FTEs	full-time equivalents
GAO	General Accounting Office

Introduction

Federal agencies manage about 650 million acres of land nationwide, which are managed mostly by the agencies within the Department of the Interior and the Forest Service. About 70 percent of these federally managed lands are under the jurisdiction of two agencies—the Bureau of Land Management (BLM), within the Department of the Interior and the Forest Service, within the U.S. Department of Agriculture. These lands represent about 21 percent of the nation's total surface—primarily in the West. These agencies, with over 44,000 employees, spent about \$4.2 billion in fiscal year 1998 to manage their lands and operations. Both of these agencies have specific legislation guiding how their lands are to be used, and both manage their lands under the principle of multiple-use, sustained yield. That is, both agencies manage their lands for such uses as mining, grazing, timber harvesting, and recreation, and no one use is considered to be primary.

While the uses of the federal lands are many, considerable controversy surrounds these uses and how the agencies manage their lands currently and for future generations to come. The Congress faces a multitude of decisions—from how much to fund these agencies during the annual appropriations process to how these agencies manage specific programs. The Congress must balance the pressures and demands of greater use of the nation's natural resources and current consumption levels with the need to conserve and protect them for future generations. Coupling these decisions with limited funding for all national programs, the Congress faces some tough choices annually.

Objectives, Scope, and Methodology

As an initial step in developing a larger body of information upon which the Congress can make these decisions, the Chairman, House Committee on the Budget, requested that we provide (1) a comprehensive demographic and organizational profile of two of the largest land management agencies—the Bureau of Land Management and the Forest Service—including information about each agency's managed lands; mission, goals, structure; organizational roles and responsibilities; location, type, and number of offices; activities and obligations; and receipts generated; and (2) observations on the major similarities and differences emerging from this information.

This report provides information on both agencies separately and concludes with observations on the major similarities and differences of the agencies, which are based on their demographic and organizational profiles. Chapter 2 discusses the profile of BLM, while chapter 3 provides

the profile of the Forest Service. Chapter 4 provides our observations on the major similarities and differences and a discussion of joint BLM/Forest Service initiatives currently under way. The text of the report is supplemented by a series of appendixes that provide detailed information on the BLM and Forest Service dealing with occupational job series; the number, type, and location of offices; a description of the activities undertaken under each budget category; obligations and full-time equivalents (FTEs); and receipts generated.

To obtain much of the information presented in this report, we relied on agency publications such as manuals, budget justifications, and annual reports. In some instances, we asked the agency to provide us with sufficient information that would allow us to prepare the various segments of the demographic and organizational profiles. In other instances, we asked the agencies for the raw data and reformatted the data to present the results. Appendix VIII provides a detailed discussion of our scope and methodology.

We conducted our work from November 1998 through June 1999 in accordance with generally accepted government auditing standards. Key contributors to this report were Linda L. Harmon; John P. Murphy, Jr.; Judy K. Pagano; and June M. Foster.

Agency Comments

We provided the Forest Service and BLM with a draft of this report for comment prior to its issuance. The Forest Service commented that the report accurately and fairly represents the information collected about the Forest Service. The Bureau of Land Management had no comments other than certain technical clarifications, which we incorporated in this report.

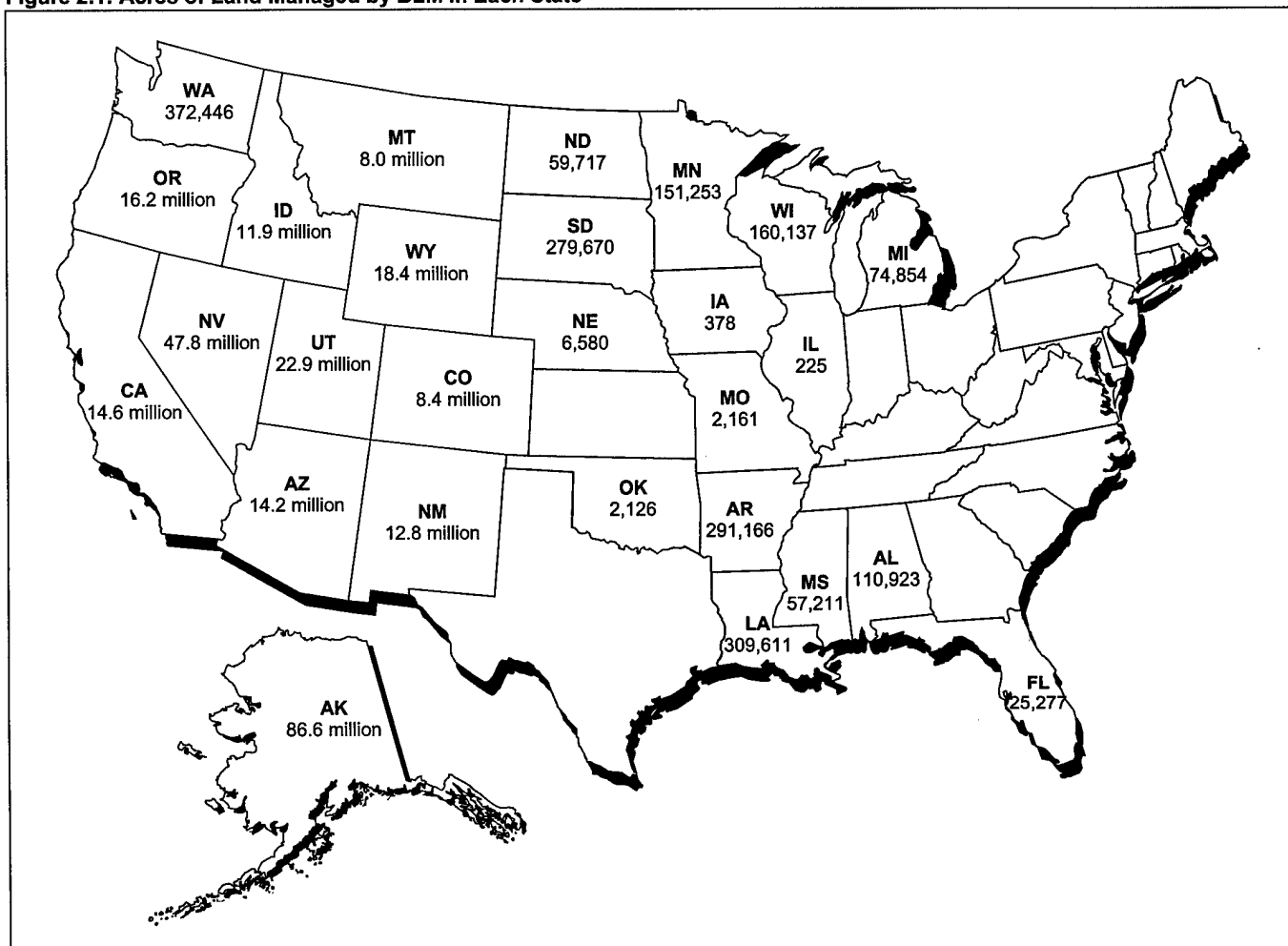
Profile of the Bureau of Land Management

Established in 1946 within the Department of the Interior, BLM manages about 264 million acres of public lands—about 12 percent of the nation's total surface area and about 40 percent of all federal lands. BLM's lands are primarily in the 11 western states and Alaska, but the agency also manages an additional 300 million acres of subsurface mineral resources located throughout the country. BLM's workforce includes more than 10,000 permanent and temporary employees located in 189 offices including headquarters, national centers, and field offices. Annually, BLM spends about \$1.2 billion to operate and manage its organization and lands and generates about \$140 million in receipts from its various operations.

BLM-Managed Lands

In fiscal year 1998, BLM managed about 264 million acres of land—about one-eighth of the land in the United States—more than any other federal agency. BLM also manages 300 million additional acres of subsurface mineral resources. Most of the land that BLM manages is located in the 11 western states and Alaska and is dominated by extensive grasslands, forests, high mountains, arctic tundra, and deserts. BLM manages these lands for a wide variety of resources and uses, including energy and minerals; timber; forage; wild horse and burro populations; fish and wildlife habitat; wilderness areas; archaeological, paleontological, and historical sites; and other natural heritage values. Figure 2.1 shows the acres of lands managed by BLM in each state.

Figure 2.1: Acres of Land Managed by BLM in Each State



Note: This map shows only the surface areas of each state managed by BLM and does not include the 300 million acres of subsurface minerals located throughout the country.

Source: GAO's presentation of BLM's data.

Organizational Mission and Structure

In conjunction with other Department of the Interior agencies, BLM is responsible for protecting and providing access to the nation's natural and cultural heritage.¹ In this role, BLM manages land in the United States in

¹The other Interior agencies are the National Park Service, the Fish and Wildlife Service, the Minerals Management Service, the Office of Surface Mining Reclamation and Enforcement, and the Bureau of Reclamation.

cooperation with a variety of partners at the federal, state, and local levels. According to BLM, its multilevel organization—which consists of national, state, and field offices—is structured to carry out a variety of programs and activities that will facilitate the preservation of the nation's natural resources for future generations.

Mission and Goals

The basic authority for BLM's activities is the Federal Land Policy and Management Act of 1976, as amended (43 U.S.C. 1701 et seq.). The act established the principle that public lands be retained in federal ownership and provided for the management, protection, development, and enhancement of the public lands under the principles of multiple-use and sustained yield.²

According to BLM, its mission is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. Pursuant to this mission, BLM's goals are to

- restore and maintain the health of the land,
- serve current and future publics and encourage sound use practices,
- promote collaborative leadership and foster more inclusive decisions and better accountability,
- improve the way that BLM does business, and
- recruit, develop, and retain a quality and diverse workforce.

In carrying out its mission, BLM aims to provide the public with a wide variety of products and services, including healthy productive lands; opportunities for a variety of commercial activities such as sales of materials, timber, or leasing mineral rights; opportunities for recreation and leisure activities; the preservation of significant cultural and natural features; the provision of land resource and title information; and the protection of public health, safety, and natural resources.

Roles and Organizational Structure

BLM's organizational structure includes national, state, and field organizations. The national organization includes its headquarters' operations and national centers having specific assigned service and support responsibilities. The state organization consists of 12 state offices,

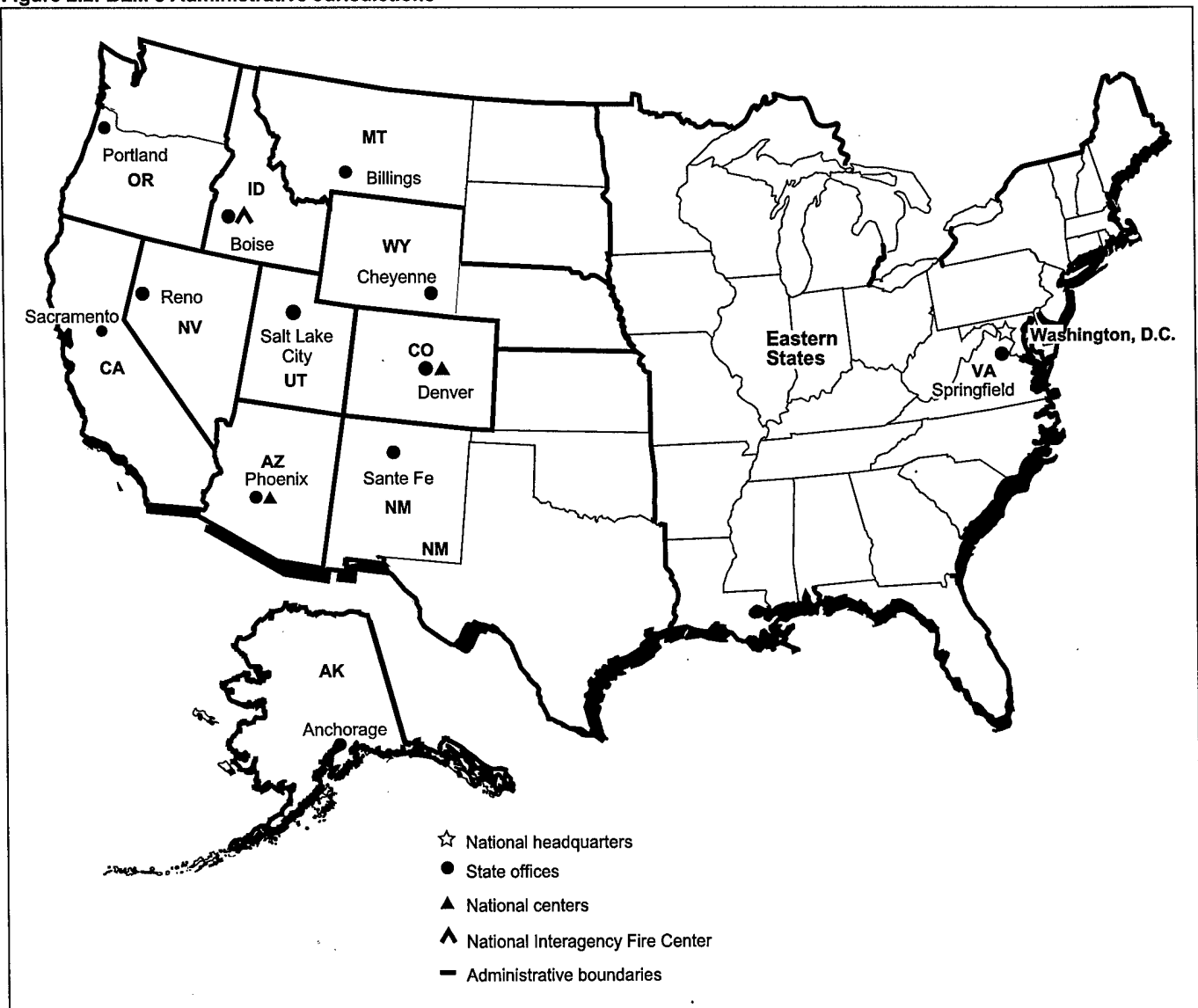
²Under the multiple-use principle, the agencies plan for six renewable surface uses—outdoor recreation, rangeland, timber, watersheds and water flows, wilderness, and wildlife and fish. Under the sustained-yield principle, the agencies are required to manage their lands to provide high levels of these uses to current users while sustaining, undiminished, the lands' ability to produce these uses for future generations.

which are responsible for implementing BLM's activities in one or more state jurisdictions. The field organization consists of 175 field offices, which provide direct customer services and execute "on-the-ground" management of the public lands and resources within BLM's jurisdiction, under the supervision of a BLM state office. BLM staffs these offices with about 10,500 employees in various occupational classifications.

Figure 2.2 shows the administrative jurisdictions and locations of BLM's national headquarters, national centers, states offices, and national interagency fire center.

Chapter 2
Profile of the Bureau of Land Management

Figure 2.2: BLM's Administrative Jurisdictions

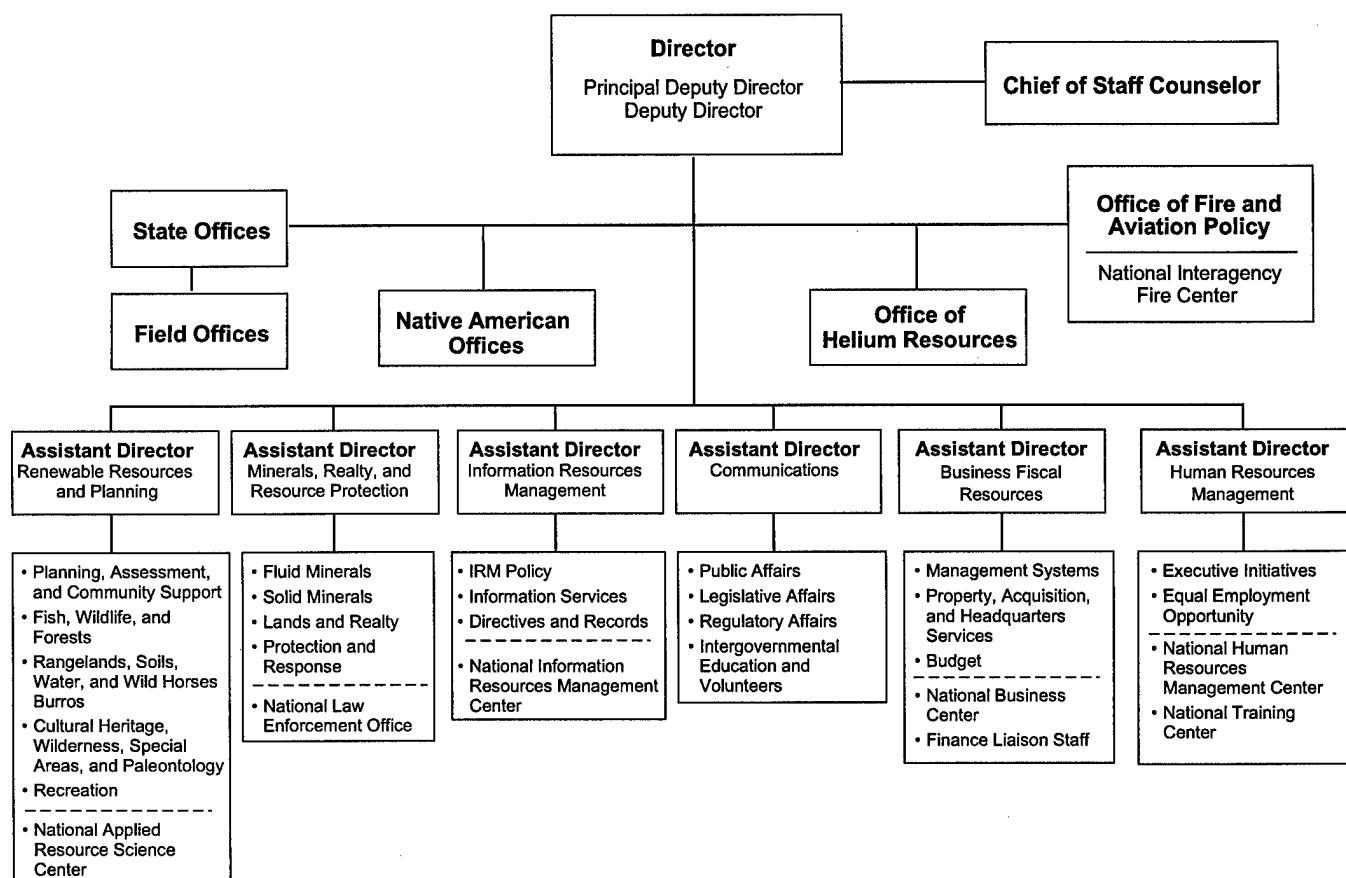


Source: BLM.

Chapter 2
Profile of the Bureau of Land Management

Figure 2.3 shows the organizational structure of BLM and its field components.

Figure 2.3: BLM's Organizational Structure, Fiscal Year 1998



Source: BLM.

Role of the National Organization

The national headquarters and its seven national centers provide strategic direction, policy leadership, legislative and regulatory involvement, and oversight and evaluation of its operations, and provide internal and external audiences with communications regarding BLM's multiple

operations and activities. Specifically, the national organization does the following:

- Identifies/articulates BLM's mission, goals, and priority program efforts and the nature of BLM's activities, including trends, challenges, and issues. Headquarters prepares the BLM Strategic Plan and Performance Plans under the Government Performance and Results Act and develops strategic analyses and action plans, budgets, and guidance documents that articulate BLM's goals, objectives, and directions for the future.
- Initiates efforts to develop, revise, and refine BLM's policies; resolves policy issues whether the source is external or internal; and explains and documents how policies will be implemented.
- Communicates BLM's policies, needs, and accomplishments at the national level to the media, Members of Congress, national organizations, partners, stakeholders, and customers.
- Develops bureauwide resource budgets and allocates the funds among the major operating components of BLM for budget execution.
- Facilitates legislative and regulatory changes needed to accomplish BLM's mission.
- Evaluates program effectiveness bureauwide and the accountability of field office managers in implementing program policy, using among other types of input, performance measures and customer research data.

Role of the State Office

BLM's 12 state offices—which are BLM's equivalent to regional offices—are each headed by a State Director. Each state office is responsible for carrying out BLM's mission within a specific geographical jurisdiction consisting of one or more states as shown in table 2.1.

Chapter 2
Profile of the Bureau of Land Management

Table 2.1: BLM State Offices' Locations and Jurisdictions

State office	Location	Jurisdiction
Alaska	Anchorage	State of Alaska
Arizona	Phoenix	State of Arizona, plus a narrow strip of the California side of the Colorado River
California	Sacramento	State of California, less the portion administered by the Arizona State Office, plus a portion of northwestern Nevada
Colorado	Denver	State of Colorado
Eastern States Office	Springfield, Va.	All states bordering on or east of the Mississippi River
Idaho	Boise	State of Idaho
Montana	Billings	States of Montana, North Dakota, and South Dakota
Nevada	Reno	State of Nevada, except that portion administered by the California State Office
New Mexico	Santa Fe	States of New Mexico, Oklahoma, Kansas, and Texas
Oregon	Portland	States of Oregon and Washington
Utah	Salt Lake City	State of Utah
Wyoming	Cheyenne	States of Wyoming and Nebraska

Source: BLM.

The state offices provide BLM's regional mission direction and leadership; identify BLM's regional goals, objectives, and priority efforts under BLM's "Corporate Agenda"; provide input for national leadership efforts; and communicate the administration's, the Department of the Interior's, and BLM's priorities to the field offices. State offices provide statewide policy interpretation, resolve policy implementation issues, and provide leadership in developing, revising and refining BLM's policies affecting the state's activities, whether the source is internal or external. State offices are responsible for communicating policies, priorities, and accomplishments at the state level to the public, the media, state governmental organizations, and BLM partners. In addition, state offices conduct interagency coordination with other federal and state agencies, and, when feasible, share resources across agency jurisdictions to support

common missions and achieve efficiencies in customer service, resource utilizations, and/or administrative operations.

The state offices provide field offices, national teams, and task forces with technical resource management expertise. State offices provide quality assurance processes for field activities and customer service delivery and evaluate the effectiveness of BLM's products and services delivery, its customer service responsiveness, and field performance in the achievement of goals for improving the condition of resources. In addition, the state offices provide selected BLM product and service components (e.g., public room operations, land and mineral records and case adjudication, land appraisals, cartography and mapping support, and criminal investigations) where economies of scale support efficiency in centralization at that level. Finally, state offices provide administrative support services for the statewide organization, such as budget management and the acquisition of reimbursable and nonfederal funds, the servicing of personnel office and equal employment opportunity operations, procurement and contracting support, and information resource management.

Role of Field Offices

Traditionally, BLM has numerous resource area offices reporting to district offices, which in turn reported to state offices—commonly referred to as a three-tier field structure. However, BLM is in the process of reorganizing its field structure to a two-tier operation, generally composed of only state and field offices. Under this structure, all field offices would report to their respective state office. BLM plans to complete the reorganization of its field structure by the end of fiscal year 1999.

Field offices staff are organized on a multidisciplinary basis and have full responsibility for managing public land resources, the delivery of BLM's products and services, and customer service to land users and the public for a designated portion of the geographic area under the jurisdiction of a state office. The field offices manage a wide variety of resources and uses to sustain and improve the health and productivity of the public lands. In managing the public lands, the field offices perform a variety of functions, which include taking inventory of the resources; preparing land use plans and assessing environmental impacts; conducting land surveys; issuing leases and use authorizations to public land users; enforcing permit conditions; designing and constructing roads and other improvements; restoring fish and wildlife habitat; identifying significant natural, cultural, and recreational resources; and monitoring resource conditions.

In addition, field offices conduct operational functions, such as the maintenance of roads and recreation facilities or fire fighting, except where economies of scale warrant centralization at a different level. The field offices serve as the primary local point of contact for BLM's customers and stakeholders—that is, local governments, public land users, the general public, and other federal and state agencies. The field offices communicate BLM's Corporate Agenda goals, as well as the administration's, the Department of the Interior's and BLM's policies, priorities, procedures, and accomplishments at the local level to the public, the media, local organizations, and partner groups. Field offices also conduct local administrative support tasks such as the collection of receipts, purchasing, and property management and share resources across either field office and/or agency jurisdictions when feasible to support common missions and achieve efficiencies in customer service, resource utilization, and administrative operations.

Types of Occupations

In fiscal year 1998, BLM had employees in 203 different types of occupational classifications. About 83 percent of the jobs were classified as white collar jobs, and the remainder were classified under the Federal Wage System for trades and labor occupations in the federal government. BLM had a total of 10,456 employees in the various occupational classifications—8,910 employees were permanent, and 1,546 employees were temporary.

A few occupational groups contained the majority of the permanent employee job series, including the following:

- The Biological Sciences Group included 2,322 employees in various job series including 509 in General Biological Science, 451 Range Technicians, 352 in Rangeland Management, 190 in Forestry, 315 Forestry Technicians, and 232 in Wildlife Biology.
- The General Administration, Clerical, and Office Services Group included 2,090 employees in various series including miscellaneous administration, clerks, assistants, receptionists, and secretaries; computer operations, computer specialists, and clerks; and program management and management and program analysis.
- The Physical Sciences Group had 806 employees in various series including General Physical Science, Geology; Cartography and

Cartographic Technician, and Land Surveying.

- The Engineering and Architecture Group had 590 jobs in various series including Engineering Technician, Petroleum Engineering, Civil Engineering, and Mining Engineering.

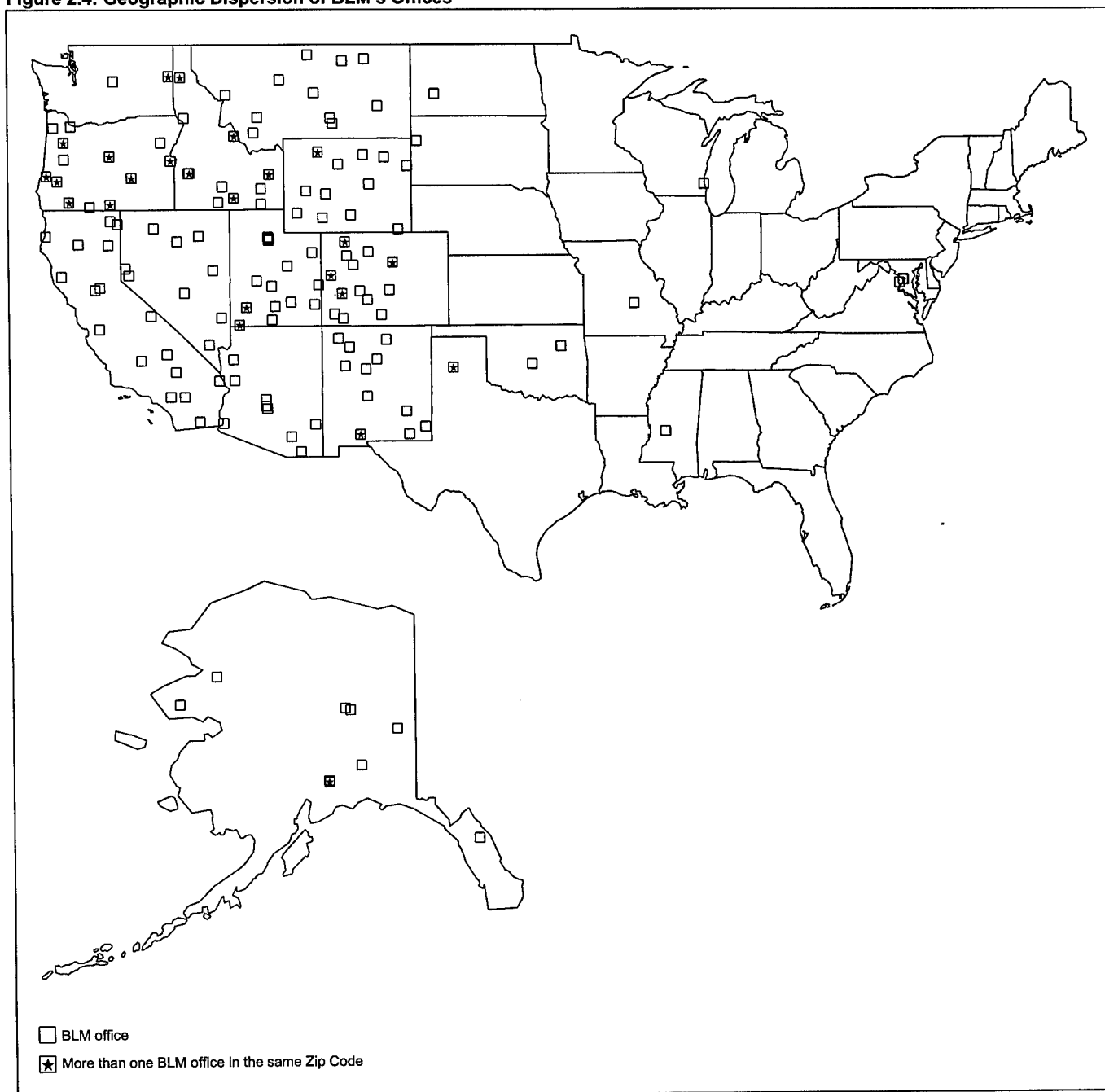
Appendix I provides a complete listing of all BLM occupational groupings by job series and includes the number of permanent and temporary employees as of the end of fiscal year 1998.

Location, Type, and Number of BLM Offices

At the end of fiscal year 1998, BLM had 189 offices nationwide located in 20 states and the District of Columbia, the preponderance of which are located in the 12 western states. The national organization had two facilities at the headquarters level and seven national technical centers. Twelve state offices and a field organization included 92 field offices, 38 resources area offices, and 27 district offices. The remaining 11 offices included project offices and the Alaska fire service and related offices. Figure 2.4 shows the geographic dispersion of the BLM offices.

Chapter 2
Profile of the Bureau of Land Management

Figure 2.4: Geographic Dispersion of BLM's Offices



Source: GAO's analysis of BLM's data.

At times, BLM houses more than one organizational unit in the same building and these were treated the same as separate BLM offices. For example, if a district office and a resource area office were located in the same building, a box with a star is shown. Appendix II provides information on the number and type of offices by state. As previously mentioned, some state offices have jurisdiction over more than one state.

Funding Structure, Obligations, and Full-Time Equivalents

In fiscal year 1998, BLM's sources of funding included 10 appropriations and various permanent and trust funds. BLM's largest appropriation—Management of Lands and Resources—had obligations of \$645.1 million and 7,790 FTEs. These obligations and FTEs were charged to various budget activities, including Land Resources, Wildlife and Fisheries, Recreation Management, Energy and Minerals, Realty and Ownership Management, Resource Protection and Maintenance, and Workforce and Organizational Support. Each of the appropriations and other funding sources were further divided into budget activities for BLM's various programs. BLM's fiscal year 1998 obligations totaled about \$1.2 billion and included FTEs of 12,676 in the 41 major budget activities as shown in appendix IV.³ However, for ease of presentation, we combined all budget activities with obligations of less than \$10 million in table 2.2.

³On the basis of our discussions with BLM budget officials, we agreed to display BLM's obligations and FTEs for fiscal year 1998 by the 41 major budget activities.

Chapter 2
Profile of the Bureau of Land Management

Table 2.2: BLM's Obligations and FTEs by Budget Activity, Fiscal Year 1998

Budget activity name	Obligations	FTEs ^a
Land Resources	\$133,299,607	1,879.9
Payments in Lieu of Taxes	120,000,000	1.3
Workforce and Organizational Support	119,137,402	843.3
Wildland Fire Preparedness	92,179,142	1,456.3
Western Oregon Resources Management	85,908,693	1,183.3
Wildland Fire Operations	75,644,943	1,095.3
Energy and Minerals	74,530,821	1,155.2
Realty and Ownership Management	70,629,078	1,023.7
Resource Protection and Maintenance	70,425,475	848.9
Recreation Management	49,757,656	789.6
Automated Land and Minerals Records System	39,485,856	101.6
Mining Law Administration	37,012,175	488.5
Wildlife and Fisheries	29,726,326	379.0
Working Capital Fund	19,598,424	20.9
Threatened and Endangered Species	17,936,530	234.4
Reimbursables	16,560,265	139.0
Land Acquisition	15,514,408	46.6
Western Oregon Facilities Maintenance	14,598,471	134.1
Helium Fund and Operations	12,158,087	141.6
Western Oregon Construction and Acquisition	11,317,973	50.0
Jobs in the Woods	10,184,731	33.9
Miscellaneous Trust Funds	10,009,302	86.6
Other Activity Items	56,224,688	542.8
Total	\$1,181,840,053	12,675.8

^aThe FTE amount includes both regular and overtime hours in the calculation.

Source: GAO's analysis of BLM's data.

The geographic dispersion of BLM's obligations is consistent with the location of its offices. With the exception of its Washington Office headquarters, the 11 western states and Alaska incurred about 98 percent of the total obligations as shown in table 2.3.

Chapter 2
Profile of the Bureau of Land Management

Table 2.3: Obligations by Major BLM Office, Fiscal Year 1998

Reporting office	Obligations	FTEs
Washington Office ^a	\$282,782,185	2,006.5
Oregon State Office	192,859,283	2,208.6
Operating Centers	133,902,228	941.0
Alaska State Office	87,149,492	976.7
California State Office	80,428,465	1,030.4
Nevada State Office	57,365,689	767.6
Utah State Office	55,629,691	646.0
Idaho State Office	51,710,307	788.0
New Mexico State Office	49,916,723	651.1
Wyoming State Office	45,507,934	671.6
Colorado State Office	43,662,287	599.4
Montana State Office	42,213,023	580.0
Arizona State Office	40,824,644	547.5
Eastern States	17,888,100	261.3
Total	\$1,181,840,053	12,675.8

^aWashington Office obligations include \$232,223,986 of Bureau-wide costs (leave surcharges, unemployment insurance, workmen's compensation, and nationwide Payments in Lieu of Taxes). Actual Washington Office FTE usage, when Bureau-wide leave surcharges are taken out, is about 401.

Source: GAO's analysis of BLM's data.

With total obligations of \$192.9 million, the state office with the largest amount of obligations was the Oregon State Office, which covers Washington and Oregon. The office's largest amount of obligations included \$75.6 million for Western Oregon Resources Management, \$13.8 million for Western Oregon Facilities Maintenance, \$11.9 million for Land Resources, and \$11.0 million for Western Oregon Construction and Acquisition. These budget activities accounted for about 61 percent of the office's FTEs.

The Alaska State Office, which covers only Alaska, had total obligations of \$87.1 million. The office's largest obligations included \$26.6 million for Realty and Ownership Management, \$16.8 million for Wildland Fire Operations, \$13.4 million for Wildland Fire Preparedness, and \$4.9 million for Energy and Minerals. These budget activities accounted for about 79 percent of the office's FTEs.

The California State Office, which covers California and a small portion of Nevada, had total obligations of \$80.4 million. The office's largest amount

of obligations included \$9.8 million for Recreation Management, \$8 million for Land Resources, \$6.8 million for Resource Protection and Maintenance, and \$6.7 million for Wildland Fire Preparedness. These budget activities accounted for about 50 percent of the office's FTEs.

Appendix III provides a detailed description of the 41 budget activities under each of BLM's appropriations, permanent funds, and trust funds. Appendix IV shows a more detailed breakdown of obligations for the 41 budget activities and FTEs by major BLM unit.

Receipts Generated

As part of its land management activities, BLM generates receipts from its mineral leases and permits, sales of timber, sales of land and materials, and grazing fees. During fiscal year 1998, BLM generated receipts totaling about \$140 million as shown in table 2.4.⁴

Table 2.4: BLM's Receipts by Source, Fiscal Year 1998

Dollars in thousands	
Source of receipt	Amount
Sale of timber	\$53,643.3
Mineral leases and permits	45,527.5
Grazing fees	14,349.2
Sales of land and materials	9,046.3
Rights-of-way	7,756.3
Recreation fees	6,107.2
Rent of land	1,949.8
Fees and commissions	1,067.9
Other sources	765.4
Total	\$140,212.9

Source: BLM's Public Land Statistics, 1998.

The 11 western states and Alaska generated about 99 percent of the receipts during fiscal year 1998. BLM lands in Oregon generated the largest amount of receipts at \$57.6 million, of which, \$52.6 million was from timber sales, \$1.5 million was from recreation fees, and \$1.2 million was from grazing fees. BLM lands in Nevada generated \$10 million in receipts, including \$3.4 million from the sales of land and materials, \$2.3 million from rights-of-way, and \$2.2 million from grazing fees. BLM lands in

⁴In addition to the receipts collected by BLM, the Minerals Management Service (within the Department of the Interior) collected almost \$1.1 billion in receipts generated from BLM lands during fiscal year 1998.

Wyoming generated \$4.8 million, including \$2.2 million from grazing fees, about \$752,000 from the sales of land and materials, and about \$683,000 from rights-of-way. Appendix VII provides the amount of receipts generated by state.

By law, BLM shares a portion of these receipts derived from the use, extraction, or sale of natural resources from federal lands located within the boundaries of certain states, counties, or territories. BLM also compensates counties by providing Payments in Lieu of Taxes that would have been received by these jurisdictions if the federal lands were privately owned. In fiscal year 1998, BLM shared about \$72.4 million with states and local jurisdictions on the basis of the receipts generated and an additional \$118.8 million under the Payments in Lieu of Taxes provisions.⁵

⁵For a further description of BLM's revenue-sharing programs, see Land Management Agencies: Revenue Sharing Payments to States and Counties (GAO/RCED-98-261, Sept. 17, 1998).

Profile of the Forest Service

The Forest Service, established in 1905 within the U.S. Department of Agriculture, manages about 192 million acres of public lands in national forests and grasslands—about 9 percent of the nation's total surface area and about 29 percent of all federal lands. Forest Service lands are located in 44 states, the Virgin Islands, and Puerto Rico. The Forest Service's workforce includes more than 34,000 permanent and temporary employees located in a total of 875 offices, which include headquarters, regional, forest, ranger district, research, Job Corps Centers, and other offices in 45 states, Puerto Rico, and the District of Columbia.^{1,2} Annually, the Forest Service spends about \$3 billion to operate and manage its organization and lands and generates about \$576 million in receipts from its various operations.

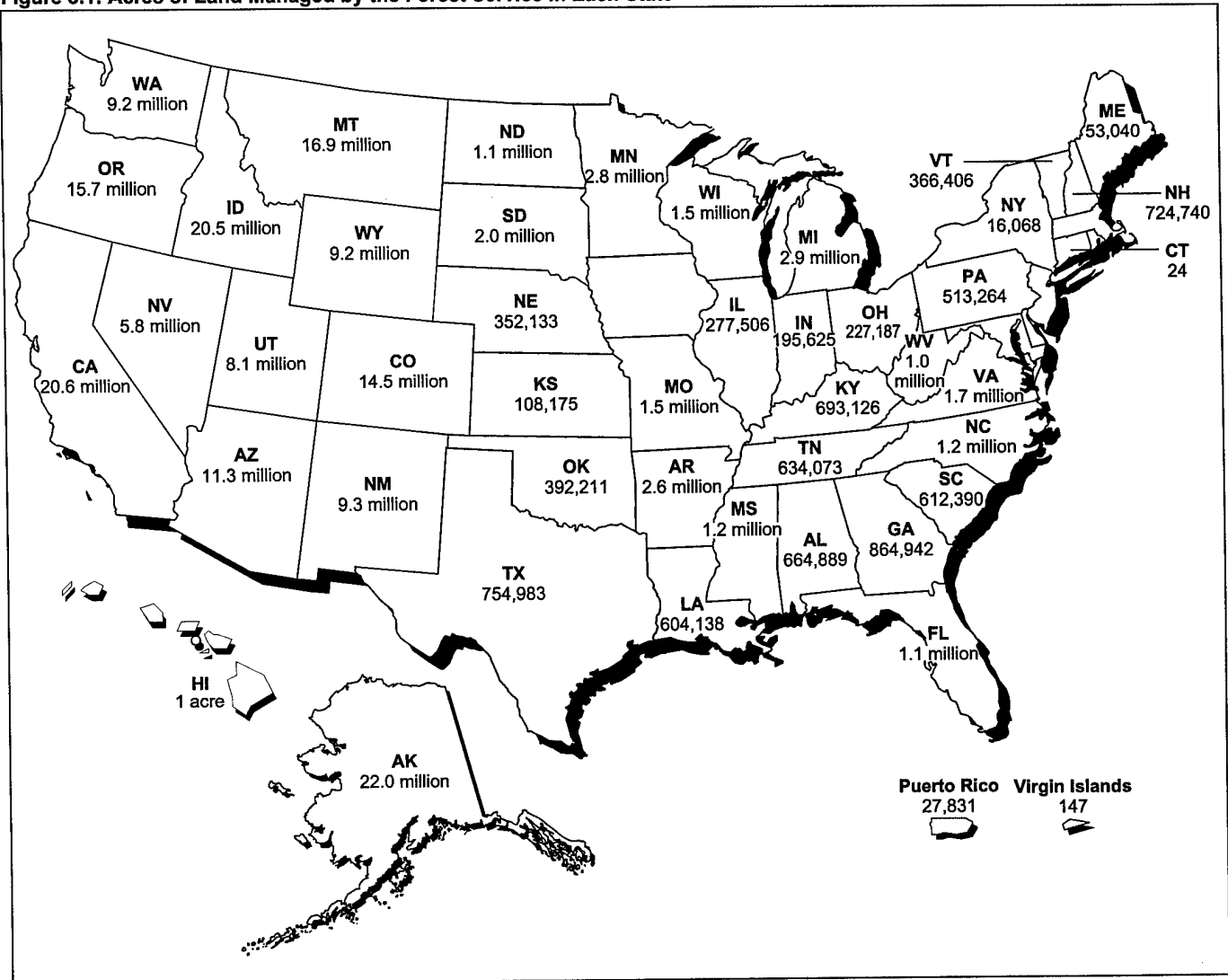
Forest Service-Managed Lands

In fiscal year 1998, the Forest Service managed about 192 million acres of land known as the National Forest System—about 29 percent of all federal land—and the largest amount outside the Department of the Interior. Forest Service lands are located in 44 states, the Virgin Islands, and Puerto Rico and are clearly concentrated in the West. However, the Forest Service manages more federal land in the East than all other federal agencies combined. The National Forest System includes 155 national forests with 187.4 million acres, or 97.7 percent of the system; 20 national grasslands with 3.8 million acres, or 2 percent of the system, and other minor specialized areas. The Forest Service manages its lands for a wide variety of resources and uses, including timber, forage, recreation, wilderness areas, fish and wildlife habitats, and areas with historical and heritage value. Figure 3.1 shows the acres of land managed by the Forest Service in each state.

¹ The Forest Service has a research office in Massachusetts but does not have any national forests or grasslands in the state.

² Through an agreement with the Department of Labor, the Forest Service operates Job Corps Centers, which provide basic education and job training to disadvantaged youth between the ages of 16 and 24.

Figure 3.1: Acres of Land Managed by the Forest Service in Each State



Source: GAO's presentation of the Forest Service's data.

Organizational Mission and Structure

The Forest Service is responsible for the protection, management, and use of its forests and grasslands for current and future generations. In this role, the Forest Service manages about one-twelfth of the land in the United States with a multileveled organization in cooperation with a

variety of federal, state, and local organizations. With 85 research offices located throughout the nation, the Forest Service conducts one of the largest forest and rangeland research programs in the world. In addition, through technical and financial assistance, the Forest Service assists state and private landowners to help them practice good stewardship and improve the natural environment of cities and communities.

Mission and Goals

The basic management goals for the National Forest System were identified in the Organic Administration Act of 1897 and were further articulated in the Multiple-Use Sustained-Yield Act of 1960 (16 U.S.C. 528-531). The Act of 1960 directs national forest management for the combination of uses that will best meet the needs of the American people. The Forest and Rangelands Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, also guides the management of the National Forest System. Together, these laws encourage foresight in using the nation's renewable resources and establish long-range strategic-planning processes for Forest Service management. The Forest Service's State and Private Forestry programs are authorized by The Cooperative Forestry Assistance Act of 1978, and its Research programs are authorized by The Forest and Rangeland Renewable Resources Research Act of 1978.

According to the Forest Service, its mission is to sustain the health, productivity, and diversity of the land to meet the needs of present and future generations. It accomplishes its mission through three major areas.

- National Forest System—provides for the protection, management, and utilization of national forests and grasslands for a wide variety of purposes and values. Programs run the spectrum from the preservation of wilderness areas to intensive resource utilization for timber harvest or developed recreation areas.
- Forest and Rangeland Research—discovers, develops, and disseminates knowledge and technology to sustain the health, productivity, and diversity of all lands for present and future generations. The Forest Service conducts and sponsors basic and applied scientific research.

- State and Private Forestry—enhances the health and sustainable management of the nation's urban and rural forests and related economies in partnership with federal, state, and local organizations. The Forest Service's programs provide technical and cost-sharing assistance to help ensure the sound stewardship and use of state and private forest lands.

Pursuant to its mission, the Forest Service's goals are to

- ensure sustainable ecosystems,
- provide multiple benefits for people within the capabilities of ecosystems, and
- ensure organizational effectiveness.

In carrying out its goals, the Forest Service provides a wide variety of products and services to the public, including healthy aquatic, forested, and rangeland ecosystems; opportunities for recreation and leisure activities; opportunities for a variety of commercial activities such as the sales of timber and materials, grazing allotments, and minerals; and the protection and restoration of heritage resources.

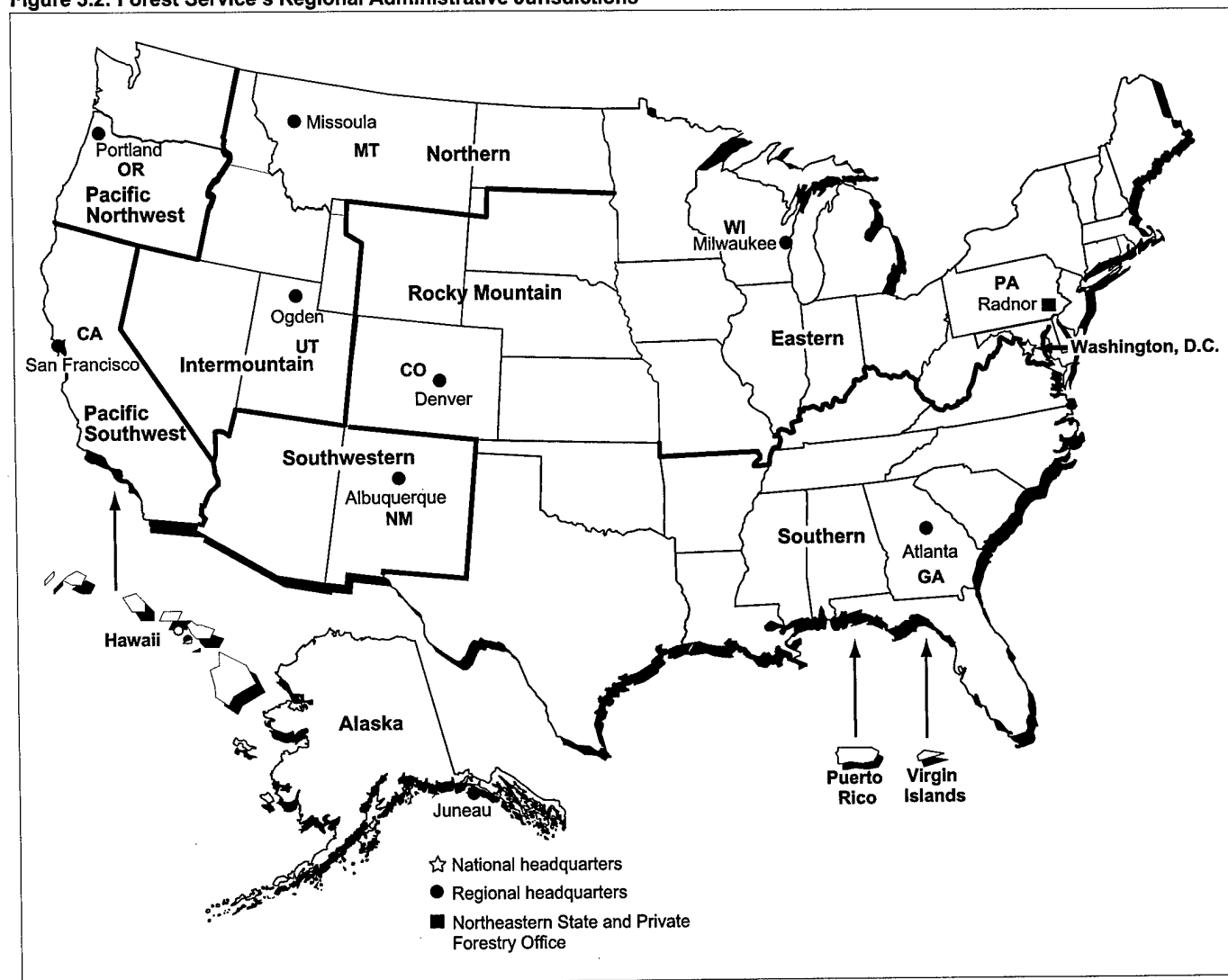
Roles and Organizational Structure

The Forest Service's headquarters organizational level has overall responsibility for the agency and divides its operations into three major organizations—the National Forest System, Research, and State and Private Forestry. The National Forest System is by far the largest of the triad and is managed at three field levels—regional offices, forest offices, and district offices. Research operations are managed at two field levels—research stations and field laboratories. The State and Private Forestry field management is usually collocated at regional offices.

The National Forest System includes 9 regional offices, 115 forest offices, and 588 district offices while the Research operations have 7 research stations and 78 laboratories.³ The Forest Service staffs these offices with about 34,400 employees in various occupational classifications. Figure 3.2 shows the jurisdictions and locations of the Forest Service's headquarters and regional offices. Figure 3.3 shows the jurisdictions and locations of the Forest Service's headquarters, research stations, and other research facilities.

³By law, the National Forest System has 155 proclaimed national forests; however, for administrative convenience, the Forest Service often manages two to six forests as a single unit. We use the term forest offices to include national forests and administrative units.

Figure 3.2: Forest Service's Regional Administrative Jurisdictions



Source: Forest Service.

Figure 3.3: Forest Service's Research Administrative Jurisdictions

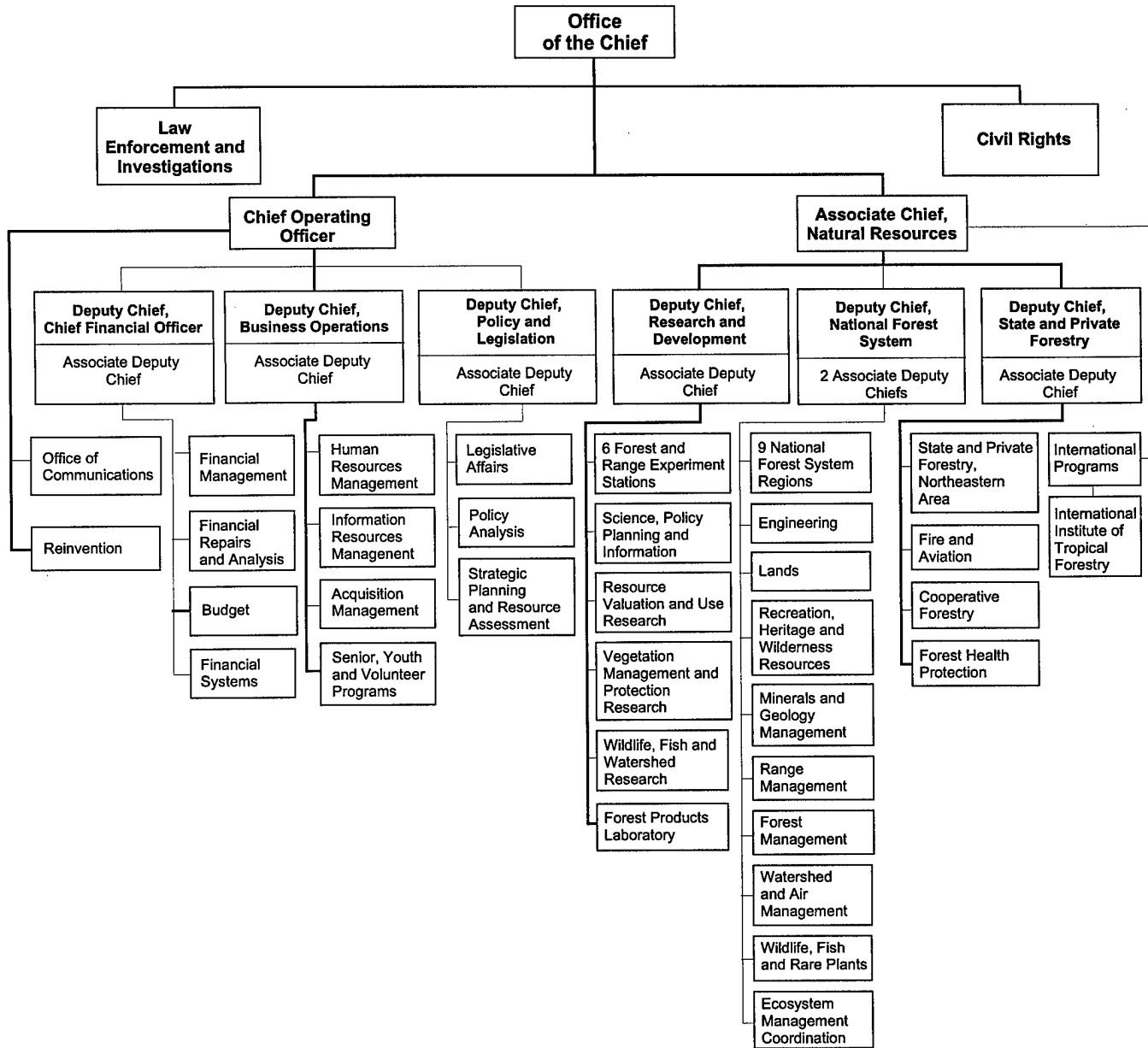


Source: Forest Service.

The Forest Service uses a combination of line and functional staffs in four organizational levels to carry out its programs. With delegations of authority and responsibility to the lowest level of the organization, the Forest Service traditionally has been a very decentralized organization. According to the Forest Service, the organizational structure was set up to provide for the clear and efficient transmission of policy, information, and instructions from the top to the bottom of the organization and for the flow of information and feedback from the bottom to the top of the organization. Figure 3.4 presents the Forest Service's organizational structure.

Chapter 3
Profile of the Forest Service

Figure 3.4: Forest Service's Organizational Structure, Fiscal Year 1998



Source: Forest Service.

Role of the Headquarters Organization

At the headquarters level, the Chief, assisted by an Associate Chief for Natural Resources and a Chief Operating Officer, provides the Forest Service with overall direction. Six Deputy Chiefs report to the Chief through the Associate Chief or the Chief Operating Officer and serve as the primary management link with Regional Foresters, Station Directors, and the State and Private Area Directors on broad operational and administrative matters. These headquarters units are responsible for

- managing relationships with national- and international-level interests, such as collaboration and cooperation with the U.S. Department of Agriculture, tribal governments, other agencies, scientific communities, and the public;
- conducting national-level strategic planning and assisting in the formulation of long-range plans and programs, and planning and budgeting alternatives that reflect the objectives and priorities of the Forest Service;
- providing technical direction and assistance on unusually complex problems that are national in scope;
- determining and maintaining national standards for inventory, assessment, and monitoring and developing implementing instructions for field units;
- reviewing field programs to ensure acceptable levels of program quality, effectiveness, and accomplishment;
- providing leadership and expertise to the agency in the areas of financial systems management, nationwide policy management, quality assurance and compliance review, financial analysis, national financial operations management, the preparation of financial statements, financial management audits and carrying out agency business and human resource programs; and
- providing coordination and leadership for intergovernmental resource programs for technical and financial assistance to improve and protect state and privately owned forest resources and urban and community forestry.

Role of the Regional Offices

The Forest Service has nine regional offices covering broad geographic areas, usually several states. According to the Forest Service, the regional organization covers most of the same functions as the headquarters office but allows a reasonable span of control (10 to 20 forests in a region versus 155 servicewide) to carry out regional functions. The regions also carry out the Forest Service's State and Private Forestry programs within their geographic area except for the eastern region, where it is a separate office.

According to the Forest Service, regional foresters and their staff are the key links in gathering, analyzing, synthesizing, and disseminating information between the forests and the headquarters offices, work with State Foresters in developing information for State and Private Forestry programs, and cooperating with Station Directors in providing information for analysis. Each region is responsible for

- providing integrated regional leadership in partnership with stakeholders of the region;
- managing relationships with regional interests such as collaborating and cooperating with state governors and state agencies, tribal governments, bargaining units, other agencies, and partners;
- conducting regional strategic planning that ensures that forest plans contribute to regional and national goals;
- managing issues specific to the region or major ecosystems within or between regions;
- participating in the formulation of national policies, programs, and objectives by submitting information and advice to the Deputy Chiefs and to the Chief's Staff;
- translating national direction into regional policies, programs, and objectives;
- managing the regional budget process by preparing, presenting, and allocating the integrated regional budget; and
- providing subordinate units with technical and administrative assistance and oversight.

Role of the Forest Office

The National Forest System includes 155 national forests and 20 grasslands. Forest offices administer ranger districts, national grasslands, or national recreation areas, and generally, each forest includes four to seven subunits. The Forest Supervisor reports to the Regional Forester or Deputy Regional Forester and is responsible for

- managing ecosystems in context with regional plan(s),
- participating in regional planning and policies,
- meeting regionally allocated objectives and targets for accomplishing coordinated land-use planning and the production of goods and services from the National Forest System lands,
- delivering goods and services to the general public,
- allocating budgeted funds for individual activities,
- providing technical and administrative assistance and oversight of a forestwide nature,

- translating national and regional policies and programs into action, and
- managing relationships with county, state, and local parties and convening public input into the forest plan and projects.

Role of the Ranger District Offices

Forest offices include 588 ranger districts, each with a staff of 10 to 100 people. The districts vary in size from 50,000 to more than 1 million acres. The Forest Service's on-the-ground program delivery, including such functions as trail construction and maintenance, operation of campgrounds and recreational facilities, and management of vegetation and wildlife, occurs in the ranger districts.

Each ranger district is responsible for implementing projects in accordance with the objectives, standards, and guides in the forest plan. Ranger districts also

- participate in formulating the forest plan and forest policies,
- identify and resolve district issues,
- develop and maintain relationships with local entities,
- coordinate with adjacent landowners and land managers on common issues and activities, and
- promote land management education.

Role of the Research Stations

The Forest Service has six research stations, a Forest Products Lab, and the International Institute of Tropical Forestry. The research stations conduct and oversee research in broad geographic areas and coordinate and oversee research projects/work units/labs conducted at 8 to 20 sites within their geographic area. The Station Director reports to the Deputy Chief for Research and Development and is responsible for

- coordinating the development of research programs with appropriate regions, the area, and other stations; formulating new natural resource and social research programs; and advising the Chief on new research needs and requirements;
- providing overall leadership in meeting the Forest Service's research objectives within the station's geographical area of responsibility or at the Forest Product Lab or International Institute of Tropical Forestry;⁴
- establishing standards and systems to control and evaluate the quality and quantity of research accomplishments;

⁴While the International Institute of Tropical Forestry conducts research, it reports to the Chief through the International Programs Director.

- translating national direction into station policies, programs, and objectives;
- releasing completed research results and promoting the prompt application of research findings through close liaison with key administrators in federal, state, and industrial forestry organizations;
- managing the research budget process by preparing, presenting, and allocating the integrated station budget; and
- providing subordinate units with technical and administrative assistance and oversight.

Role of Research Work Units

Research work units are established to conduct basic or applied research on a specific research topic and are headed by a Project Leader, who has responsibility for

- planning the research program and activities within the unit and providing input into the station's research plans,
- preparing problem analyses and approving study plans in each problem analysis,
- conducting the approved research programs of the units,
- collaborating with other researchers from other organizations on joint research, and
- preparing manuscripts to document the results of research conducted by the unit.

Role of State and Private Offices

The Forest Service's State and Private Forestry offices are colocated at the regional offices with the exception of the programs within the Forest Service's eastern region which are managed by the Northeastern Area Office located in Radnor, Pennsylvania. State and Private Forestry has basically two major activities, forest health management and cooperative forestry. Under forest health management, the offices are responsible for managing forest insects and diseases and protecting the health of forest ecosystems. The program provides national leadership and professional assistance for forest insect and disease management in the protection and restoration of forest health in national forests and lands managed by other federal agencies, as well as in state and private lands. Under cooperative forestry, the offices are responsible for providing technical and financial assistance to help rural and urban citizens, including private landowners, care for forests and sustain the communities where they live, work, and play.

The Northeastern Area office and its counterparts at the regional offices are responsible for coordinating all the State and Private functional services to the states and private landowners. The offices provide coordination and leadership for intergovernmental resource programs for technical and financial assistance to improve and protect state and privately owned forest resources and urban and community forestry. The offices

- provide leadership, coordinated with regional offices and research stations, on state and private forestry matters;
- assist state and private forest landowners in the development, management, and administration of natural and human resources;
- accomplish the Forest Service's objectives associated with coordinated land-use planning and the production of goods and services from private and public lands through state and private cooperators;
- provide states and private cooperators with technical and financial assistance;
- monitor and evaluate the effectiveness of state, cooperative, and technical assistance programs; and
- participate in the formulation of national programs, budgets, and plans related to State and Private Forestry services.

Types of Occupations

In fiscal year 1998, the Forest Service had employees in 245 different types of occupational classifications. About 76 percent of the jobs were classified as white collar jobs, and the remainder were classified under the Federal Wage System for trades and labor occupations in the federal government. The Forest Service had a total of 34,367 employees in the various job occupations—28,280 permanent employees and 6,087 temporary employees.

A few occupational groups contained the majority of permanent employee job series, including the following:

- The Biological Sciences Group had 13,399, or 47 percent, of the permanent employees in various job series, including 6,472 Forestry Technicians, 3,205 in Forestry, 990 in General Biological Science, 734 in Wildlife Biology, 361 in Rangeland Management, and 355 in Fishery Biology.

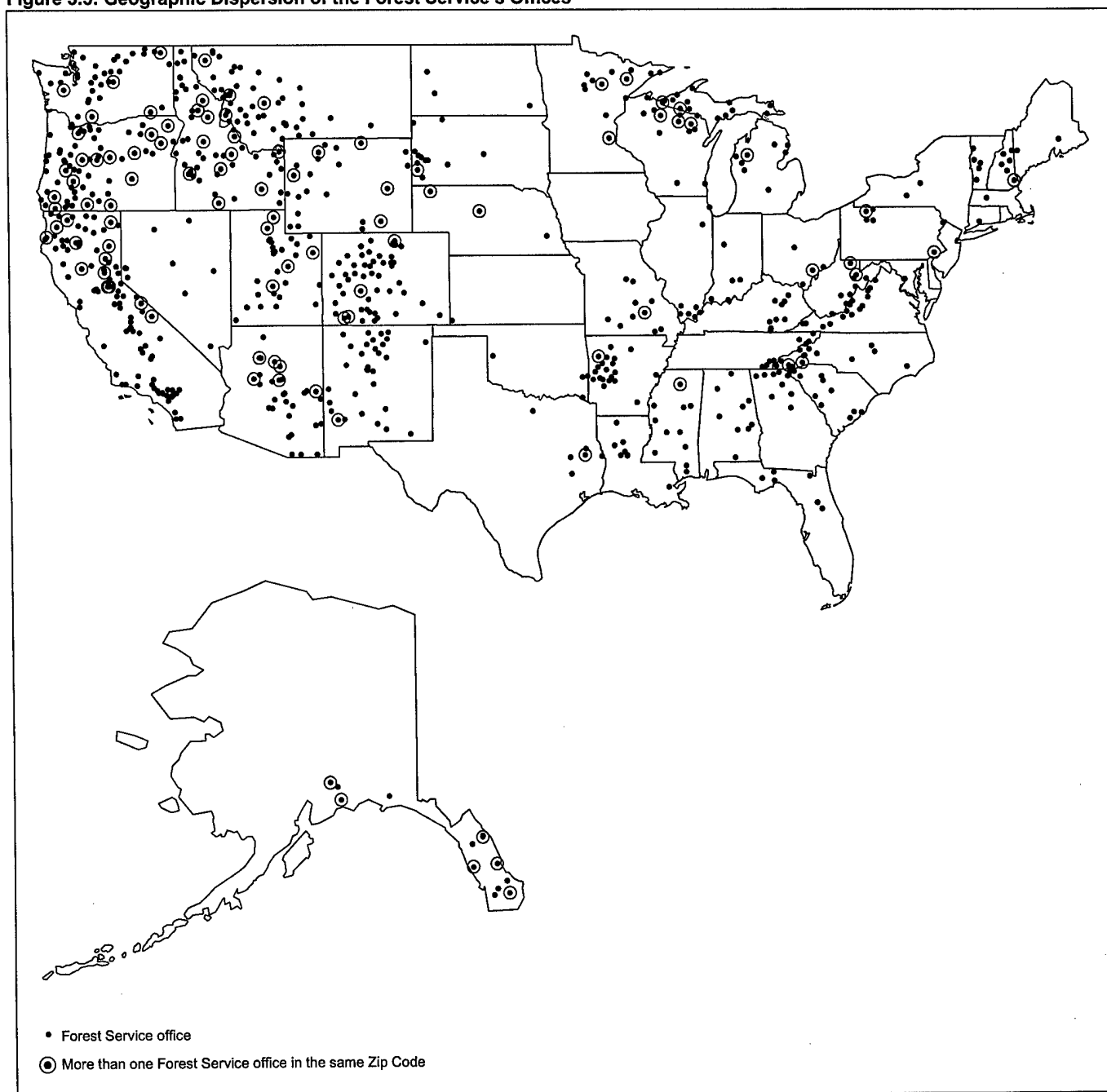
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- The General Administration, Clerical, and Office Services Group had 4,194 employees in various series, including Miscellaneous Administration, Clerks, Assistants, Secretaries, Computer Specialists, Clerks and Assistants, Program Management, and Support Services.
 - Engineering and Architecture Group had 2,222 employees in various series, including Engineering Technician, Civil Engineering, Landscape Architecture, and Electronics Technician.
 - The Physical Sciences Group had 1,049 employees in various series, including Hydrology and Hydrologic Technician, Cartography and Cartographic Technician, Land Surveying, and Geology.

Appendix I provides a complete listing of all Forest Service occupational groupings by job series and includes the number of permanent and temporary employees as of the end of fiscal year 1998.

Location, Type, and Number of Forest Service Offices

At the end of fiscal year 1998, the Forest Service had 875 offices located in 45 states, Puerto Rico, and the District of Columbia. The offices are concentrated in the West—about 67 percent of the offices are in the 12 western states. The national level has two offices at the headquarters level and five technical centers. The nine regional offices and the field organization consist of 115 forest offices, 588 district ranger offices, 85 research offices, and 19 Job Corps Centers. The remaining 52 offices include nurseries, state and private forestry offices, and other specialty offices. Figure 3.5 shows the geographic dispersion of the Forest Service's offices.

Figure 3.5: Geographic Dispersion of the Forest Service's Offices



Source: GAO's analysis of the Forest Service's data.

At times, the Forest Service houses more than one organizational unit in the same building and these cases were treated the same as separate Forest Service offices within one Zip Code. For example, if a forest office and a ranger district office were located in the same building, a dot within the circle is shown. Appendix II provides information on the number and type of offices by state.

Funding Structure, Obligations, and Full-Time Equivalents

In fiscal year 1998, the Forest Service's sources of funding included eight appropriations and various permanent and trust funds. Its largest appropriation—the National Forest System—had obligations of \$1.2 billion and 16,270 FTEs. These obligations and FTEs were charged to various budget activities, including general administration, forestland management, recreation, infrastructure management, wildlife and fisheries habitat management, and inventory and monitoring. Each of the appropriations and other funding sources is further divided into budget line items for implementing the Forest Service's programs. The Forest Service's fiscal year 1998 obligations totaled about \$3 billion and included FTEs of 39,719 in the 41 major budget line items as shown in appendix VI.⁵ However, for ease of presentation, we combined all budget line items of less than \$60 million and included them in Other Budget Line Items in table 3.1.

⁵On the basis of our discussions with Forest Service budget officials, we agreed to display the Forest Service's obligations and FTEs for fiscal year 1998 by the 41 major budget line items.

Chapter 3
Profile of the Forest Service

Table 3.1: Forest Service's Obligations and FTEs by Budget Line Item, Fiscal Year 1998

Dollars in thousands		
Budget line item	Obligations	FTEs ^a
Fire Presuppression and Fuels	\$290,010.5	4,602.7
Fire Suppression and Rehabilitation	241,517.9	3,763.0
General Administration	239,448.5	2,805.5
Forestland Management	231,772.9	4,027.1
Recreation Use	194,671.9	3,056.2
Forest and Rangeland Research	182,251.2	2,352.8
Timber Salvage Sales Fund	124,814.3	2,340.8
Human Resources	119,321.9	3,035.0
Knutson-Vandenberg Fund ^b	115,490.7	1,799.1
Land Acquisition	96,750.1	104.4
Infrastructure Management	93,914.9	1,166.7
Cooperative Forestry	90,094.6	303.5
Wildlife and Fisheries Habitat Management	80,557.1	1,205.1
Inventory and Monitoring	76,717.7	1,036.4
Reimbursable Activities	72,891.0	1,081.1
Forest Health Management	72,781.6	353.7
Road Construction	70,466.8	871.7
Transfer Funds	68,993.4	293.4
Natural Disaster Funding	67,232.6	591.6
Rangeland Management	61,738.3	654.3
Other Budget Line Items	430,871.0	4,274.9
Total	\$3,022,308.9	39,719.0

^aFTEs include both regular and overtime hours.

^bA trust fund for reforestation, timber stand improvement, and other renewable resources.

Source: GAO's analysis of the Forest Service's data.

Excluding the obligations for the Washington State headquarters, the western regions and research stations incurred about 74 percent of the total obligations. Table 3.2 shows the total obligations incurred by the major units of the Forest Service.

Chapter 3
Profile of the Forest Service

Table 3.2: Forest Service's Obligations Incurred by Major Units, Fiscal Year 1998

Dollars in thousands		
Major Forest Service Unit	Obligations	FTEs ^a
Pacific Southwest Region	\$453,666	6,589.2
Southern Region	364,192	4,342.1
Pacific Northwest Region	333,790	7,307.3
Washington Office Activities	333,668	1,118.3
Northern Region	280,242	4,029.2
Intermountain Region	250,134	3,360.5
Southwestern Region	216,245	3,084.1
Research Stations	214,527	2,845.4
Eastern Region	179,817	2,505.9
Rocky Mountain Region	177,484	2,413.9
Job Corps Centers	91,470	1,006.3
Northeastern Area State and Private Forestry	66,415	170.3
Alaska Region	60,659	946.5
Total	\$3,022,309	39,719.0

^aFTEs include both regular and overtime hours.

Source: GAO's analysis of the Forest Service's data.

With total obligations of \$453.7 million, the region with the largest amount of obligations was the Pacific Southwest Region, which covers the state of California. The region's largest amount of obligations included \$101.6 million for Fire Presuppression and Fuels, \$40.1 million for Forestland Management, \$36.5 million for General Administration, and \$34.7 million for Recreation Use. These budget line items accounted for about 45 percent of the region's FTEs.

The Southern Region, which covers 13 states in the southeastern quadrant of the nation, had obligations of \$364.2 million. The region's largest amount of obligations included \$60.9 million for Fire Suppression and Rehabilitation, \$37.3 million for Forestland Management, \$24.9 million for General Administration, and \$21.6 million for Recreation Use. These budget line items accounted for about 37 percent of the region's FTEs.

The Pacific Northwest Region, which covers Washington and Oregon, had obligations of \$333.8 million. The region's largest amount of obligations included \$41.6 million for Forestland Management, \$34.7 million for Natural Disaster Funding, \$29.5 million for the Timber Salvage Sale Fund,

and \$21.5 for Fire Presuppression and Fuels. These budget line items accounted for about 41 percent of the region's FTEs.

Appendix V provides a detailed description of the 41 budget line items under each of the Forest Service's appropriations, permanent funds, and trust funds. Appendix VI shows a more detailed breakdown of the obligations for the 41 budget line items and FTEs by major Forest Service unit.

Receipts Generated

As part of its land management activities, the Forest Service generates receipts from its various commercial activities on the national forests and grasslands, including power, minerals, land uses, timber, grazing, and recreation fees. During fiscal year 1998, the Forest Service generated receipts totaling about \$576 million as shown on table 3.3.⁶

Table 3.3: Forest Service's Receipts by Source, Fiscal Year 1998

Dollars in thousands	
Source of receipt	Total receipts
Timber	\$204,782.4
Timber Salvage Sales	136,551.2
Knutson-Vandenberg Deposits ^a	114,150.5
Timber Purchaser Road Credit	38,974.2
Recreation—Special Uses	37,349.4
Minerals	20,330.1
Land Uses	9,329.6
Grazing	6,949.7
Recreation—User Fees	5,502.1
Power	2,434.6
Quartz Crystals ^b	13.0
Total	\$576,366.8

^aPortions of timber sales receipts are deposited in the Knutson-Vandenberg Trust Fund, and the amounts are considered receipts for the purposes of the 25-percent payment to the states. By law, the Forest Service is required to share 25 percent of the receipts derived from the use, extraction, or sale of natural resources from national forests and grasslands.

^bQuartz crystals are minerals mined on the Quachita National Forest.

Source: GAO's analysis of the Forest Service's data.

⁶In addition to the receipts collected by the Forest Service, the Minerals Management Service (within the Department of the Interior) collected an additional \$59 million in receipts generated from Forest Service lands during fiscal year 1998.

Our analysis of receipt data showed that Forest Service lands in Oregon generated the largest amount of receipts, at \$118.1 million, of which, \$46.6 million was from the sale of timber, \$37.3 million was from timber salvage sales, and \$24.3 million was from Knutson-Vandenberg deposits. Forest Service lands in California generated \$75.9 million in receipts, including \$20.7 million from the sale of timber, \$17.4 million from timber salvage sales, and \$16.9 million from Knutson-Vandenberg deposits. Forest Service lands in Idaho generated \$49.9 million, including \$26.5 million from timber salvage sales, \$11.4 million from the sale of timber, and \$4.9 million from Knutson-Vandenberg deposits.

By law, the Forest Service shares a portion of these receipts derived from the use, extraction, or sale of natural resources from national forests and grasslands.⁷ During fiscal year 1998, the Forest Service shared about \$110.3 million with the states and counties and an additional \$124.8 million from the special spotted owl guarantee appropriation.⁸ Appendix VII provides the amount of receipts generated by state.

⁷For a further description of the Forest Service's revenue-sharing programs, see Land Management Agencies: Revenue Sharing Payments to States and Counties (GAO/RCED-98-261, Sept. 17, 1998).

⁸This special payment amount is for selected counties to compensate them for the decline in timber harvests due to the protection of the northern spotted owl's habitat.

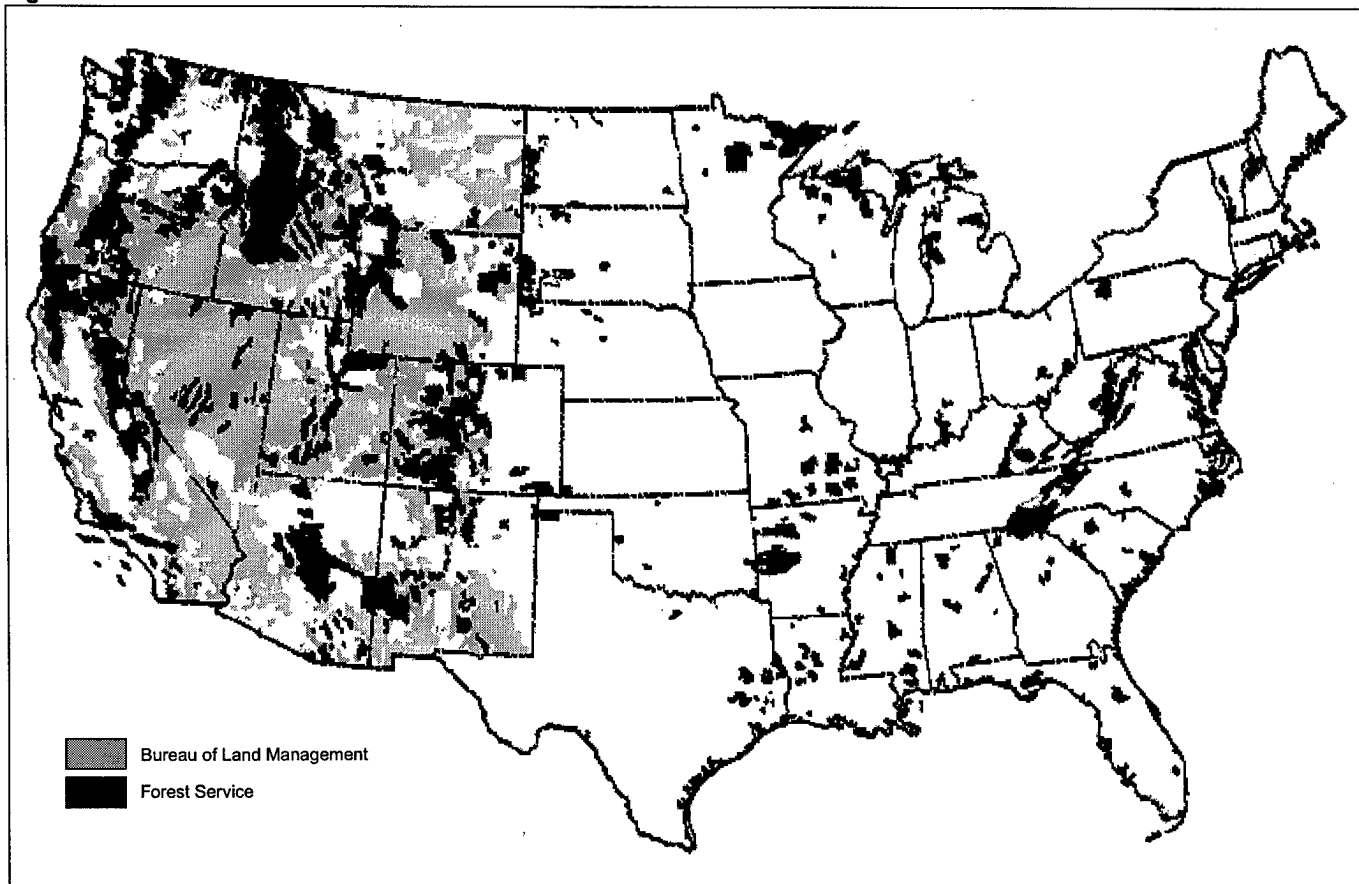
Observations on the Profiles of the Forest Service and the Bureau of Land Management

The organizational and demographic profiles of the Forest Service and BLM are similar but differ in terms of magnitude and emphasis. These agencies, with practically identical missions, are responsible for managing the same types of natural resources on about 70 percent of all public lands, which represent about 21 percent of the nation's total surface area. When comparing the major components of the agencies' profiles, the Forest Service is a much larger organization in that it has 3 times the number of employees, 3 times the amount of appropriations and obligations, more than 3 times the amount of receipts generated, and over 4 times as many offices as BLM throughout the country. Conversely, in a comparison the total land area managed by these agencies, the lands managed by BLM are significantly larger than the lands managed by the Forest Service because of the former's large holdings in Alaska. However, the amount of land managed within the contiguous 48 states is about the same; most Forest Service lands are forests, and most BLM lands are rangelands. Regardless of the similarities and differences between the agencies, the Forest Service and BLM have begun to increase the number and types of shared initiatives they undertake in order to improve customer service and efficiency.

Similarities

- Mission and Goals—BLM and the Forest Service are land management agencies with almost identical mission statements and many of the same goals. By law, each agency's lands must be managed on a multiple-use and sustained-yield basis. Many environmental and land-use laws apply to both agencies, such as the National Environmental Policy Act, the Clean Air Act, the Endangered Species Act, the Wild and Scenic Rivers Act, and the annual Interior and Related Agencies Appropriations Act, which funds both agencies. However, each agency has specific laws dealing with its operations that do not apply to the other agency.
- Lands and Land Uses—Although the Forest Service and BLM manage lands in 44 and 27 states, respectively, their lands are concentrated in the West and, to a large extent, are contiguous. The Forest Service is the only major land manager outside the Department of the Interior. Figure 4.1 shows the proximity of Forest Service and BLM lands.

Figure 4.1: Forest Service and BLM Lands



Source: GAO's analysis of the U.S. Geological Survey's data.

Most of BLM's 264 million acres are in rangelands, whereas most of the Forest Service's 192 million acres are forested. Each agency manages the lands for practically the same purposes, namely, timber, grazing, recreation, minerals, wilderness, and fish and wildlife habitat.

- Types of Occupations—Between the two agencies, a total of 286 job series, as defined by the Office of Personnel Management, are used. In fiscal year 1998, the Forest Service, with more than 3 times as many permanent employees as BLM, had 28,280 permanent employees compared with BLM's

8,910 permanent employees. Of the 286 job series, 169, or 59 percent, were common to both agencies. A large majority of the occupations were white collar occupations, and the majority of those employees were in the scientific disciplines relating to the management of natural resources. The combined totals for the agencies' four largest occupational groups were 15,721 in Biological Sciences; 6,284 in General Administration, Clerical, and Office Services; 2,812 in Engineering and Architecture; and 1,855 in the Physical Sciences.

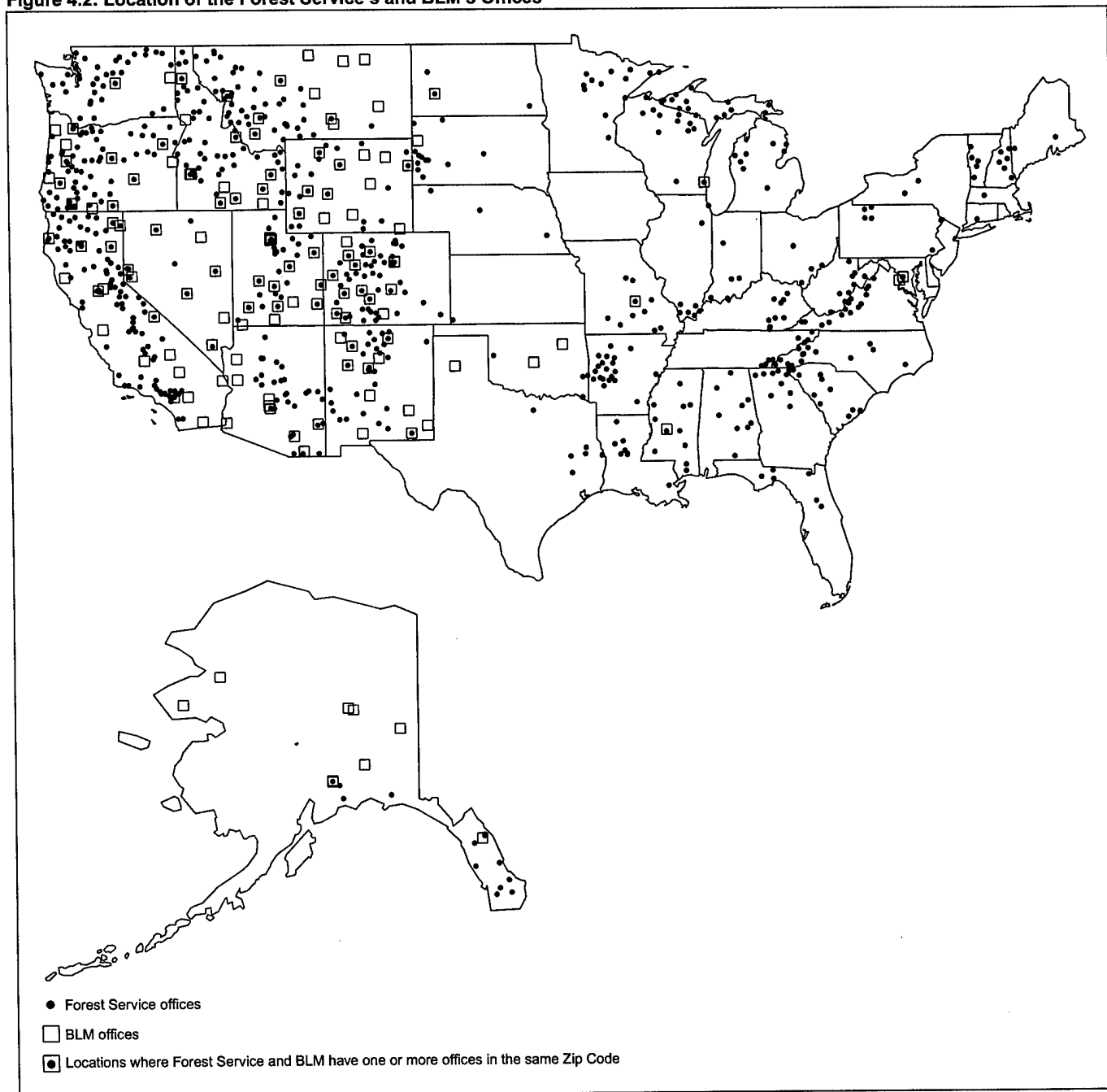
In both agencies, the largest four occupational groups for permanent employees were the same and represented about 74 percent of the Forest Service's permanent employees and about 65 percent of BLM's permanent employees. The Forest Service's largest number of permanent employees were in two job series: 3,205 employees in the Forestry job series and 6,472 employees in the Forestry Technician job series, whereas BLM employed 505 persons in these categories. Under BLM's largest category of permanent employees, 507 employees were in the Miscellaneous Administration and Program series and 509 were in the General Biological Science series, while the Forest Service employed 192 and 990 in these categories, respectively.

- Location, Type, and Number of Offices—The Forest Service organization has a four-tier structure, that is, headquarters, regional offices, forest offices, and ranger district offices, which comprise about 80 percent of its offices. In addition, the Forest Service has a large research organization and other specialty offices. The BLM organization has a three-tier structure; that is, headquarters, state offices, and field offices, which comprise about 90 percent of BLM's offices. In addition, BLM has national technical centers and other specialty offices.

In fiscal year 1998, the Forest Service and BLM had 875 and 189 offices nationwide, respectively. The Forest Service's offices were located in 45 states, Puerto Rico, and the District of Columbia; whereas, BLM's offices were located in 20 states and the District of Columbia. However, the preponderance of BLM's offices—about 94 percent—and a clear concentration of the Forest Service's offices—67 percent—were located in the 11 western states and Alaska. Figure 4.2 shows the locations of Forest Service and BLM offices.

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Figure 4.2: Location of the Forest Service's and BLM's Offices



(Figure notes on next page)

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Note: At times, the Forest Service and BLM house more than one organizational unit in the same building. In those cases, only a single notation was made on the map.

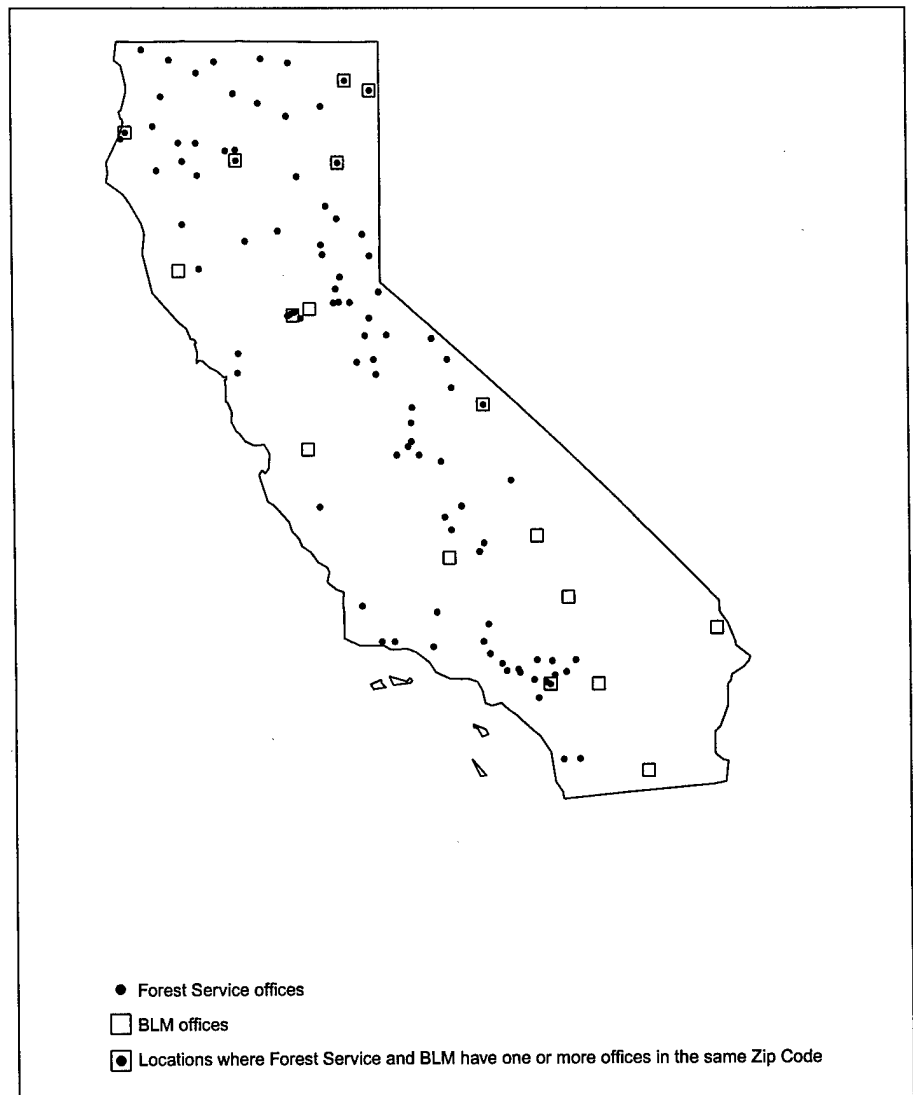
Source: GAO's analysis of the Forest Service's and BLM's data.

The Forest Service and BLM each had two or more units located at the same location or Zip Code in 108 and 26 instances, respectively. Overall, both the Forest Service and BLM had one or more offices located at the same location or Zip Code in 62 instances, nationwide.

We also noted that two BLM state offices and two Forest Service regions had identical geographic boundaries. The Forest Service's Pacific Northwest Region and BLM's Oregon State Office are responsible for lands in Oregon and Washington. Similarly, the Forest Service's Pacific Southwest Region and BLM's California State Office are responsible for lands in California. Figures 4.3 and 4.4 show the similarities of the offices in the three states.

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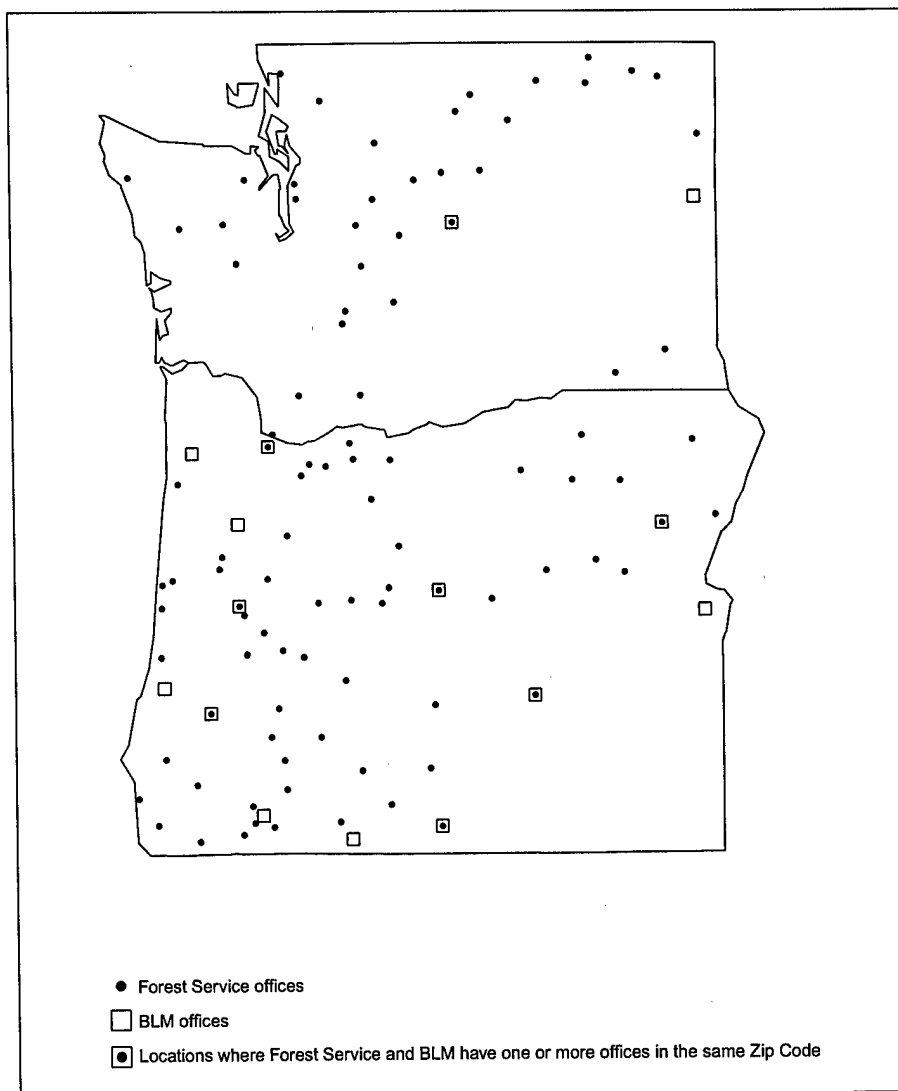
Figure 4.3: Forest Service's and BLM's
Offices in California



Source: GAO's analysis of the Forest Service's and BLM's data.

Of the total of 133 offices in California, the Forest Service had 116 offices and BLM had 17 offices. Overall, in California, the Forest Service, and BLM had one or more offices located at the same location or Zip Code in seven instances.

Figure 4.4: Forest Service's and BLM's
Offices in Oregon and Washington



Source: GAO's analysis of the Forest Service's and BLM's data.

Of the total of 117 offices in Oregon, the Forest Service had 84 offices and BLM had 33 offices. Overall, in Oregon, the Forest Service and BLM had one or more offices located at the same location or Zip Code in seven instances. Of the total of 43 offices in Washington, the Forest Service had

40 offices and BLM had 3 offices. Overall, in Washington, the Forest Service and BLM had one or more offices located at the same location or Zip Code in one instance.

- Funding Structure, Obligations, and Full-Time Equivalents—The Forest Service's and BLM's funding structure is similar, in that, both are funded through 8 to 10 annual appropriations, various permanent appropriations, and trust funds. Both of these agencies are under the jurisdiction of the Interior and Related Agencies Appropriations Subcommittees in both Houses of Congress. Total obligations for these agencies amounted to \$4.2 billion and included 52,395 FTEs. The Forest Service had obligations of \$3 billion and 39,719 FTEs, and BLM had obligations of \$1.2 billion and 12,676 FTEs.

The Forest Service and BLM further divide their appropriations and other funding sources into budget line items and budget activities, respectively.¹ Many of these agencies' budget categories are very similar, if not identical. Take, for example, the obligations dealing with wildland fires. In fiscal year 1998, each agency had an appropriation entitled Wildland Fire Management and each had two budget categories—one dealing with wildland fire preparedness and the other dealing with wildland operations. The combined obligations for wildland fire management for each agency represented the largest amount of obligations for a single purpose—\$167.8 million for BLM and \$531.5 million for the Forest Service.

The National Forest System appropriation is the Forest Service's largest appropriation, and the Management of Lands and Resources appropriation is BLM's largest appropriation. In fiscal year 1998, both appropriations had similar budget categories and funded the similar types of activities, including Wildlife and Fisheries Management; Recreation Management; Threatened and Endangered Species Management; Rangeland Management; and Forestland Management.

Overall, each agency had 41 major budget categories but not necessarily the same categories. On the basis of our review of the agencies' descriptions of the tasks performed under each of the budget categories, 18 of the 41 categories had similar, if not identical, tasks or activities under each.

¹These terms are synonymous budgetary terms, but for sake of simplicity, we use the term budget categories.

- **Receipts Generated**—Both agencies generated receipts for the sale or use of the resources on their lands, and these receipts totaled \$716.6 million in fiscal year 1998. The Forest Service had \$576.4 million and BLM had \$140.2 million. The receipts from the Forest Service's and BLM's lands in Oregon generated the largest amount, at \$175.7 million—the Forest Service had \$118.1 million and BLM had \$57.6 million. Overall, the receipts for the sale of timber and timber-related activities were the highest in both agencies—Forest Service had about \$495 million and BLM had \$53.6 million. Finally, both agencies, by law, share a portion of these receipts derived from the use, extraction, or sale of natural resources from their lands with the states or counties surrounding the federal lands.

Differences Between BLM and the Forest Service

While a wide range of similarities exist between the two agencies, unique budget categories, functions, and operations differentiated these agencies in fiscal year 1998 as shown below:

- The Forest Service had a forest and rangeland research organization with 85 research offices nationwide, obligations of \$214.5 million, and 2,845 FTEs. BLM did not have a research function.
- The Forest Service had a nationwide state and private forestry organization with obligations of \$163 million and 663 FTEs. BLM did not have a similar organization.
- The Forest Service operated 19 Job Corps Centers with obligations of \$91.5 million and 1,006 FTEs; BLM did not.
- BLM was responsible for administering the mineral resources on public lands managed by BLM, the Forest Service, and other surface management agencies.
- BLM made Payments in Lieu of Taxes with obligations of \$120 million and 1 FTE for the entire government. The Forest Service made payments to states and counties on its own behalf.
- BLM had mining law administration operations with obligations of \$37 million and FTEs of 489; the Forest Service did not.
- BLM had a helium fund and operations with obligations of \$12.2 million and FTEs of 142; the Forest Service did not.

Shared Initiatives

Because of decreased agency budgets and decreased staffing through governmentwide downsizing coupled with an increased emphasis on improving customer service, BLM and the Forest Service have increased the number and types of shared initiatives that they undertake. These initiatives range from small local efforts for improving customer service to

multi-million-dollar initiatives to fight fires on state and federal lands. The following briefly describes some of the initiatives we identified.

Joint Firefighting Efforts

The most notable of the joint initiatives relates to BLM's and the Forest Service's efforts to prevent, control, and extinguish the nation's wildland fires. The Boise Interagency Fire Center, established in 1965, evolved from separate efforts by BLM and the Forest Service to improve fire and aviation support throughout much of the West. The efforts became successful enough for the National Weather Service, the National Park Service, the Fish and Wildlife Service and the Bureau of Indian Affairs to join the initial organization created by BLM and the Forest Service.

In a cooperative effort, these agencies share firefighting supplies, equipment, and personnel to make the wildland firefighting tasks more efficient and cost-effective. Through the Boise Center and 11 regional coordinating centers, the federal efforts to extinguish wildland fires are coordinated with local forest offices and BLM field offices.²

At a more local level, some Forest Service and BLM field units share facilities, equipment, and human resources and work in a cooperative effort to achieve the goal of containing wildland fires with a minimum of damage and expense. In some instances, employees from both agencies staff dispatch centers, supply warehouses, or work for a supervisor from either BLM or the Forest Service. In other instances, both BLM's and the Forest Service's wildland and fire staff are colocated in the same building or in the same general vicinity. According to officials from both agencies, the cooperative fire initiatives work extremely well and are considered some of the best cooperative efforts in government.

Service First Program

Frequently, BLM and the Forest Service manage federal lands in the same geographical location and may have offices within a few blocks of each other in many small towns. However, the two agencies often carry out their jobs under different rules, use different administrative processes, charge different user fees for similar services, and take different approaches to customer service—all of which may result in confusion for the customers and may waste resources. As a result, in March 1996, BLM and the Forest Service announced the Service First program and initiated two pilot projects in Colorado and Oregon as a means to provide

²For a more detailed discussion of BLM's and the Forest Service's efforts in prepositioning fire resources before the onset of the fire season, see Federal Wildfire Activities: Current Strategy and Issues Needing Attention (GAO/RCED-99-233, to be issued in the summer of 1999).

customers with “one-stop shopping” under one roof. These initiatives share resources, interagency teams, and cooperative ventures and focus on the “boundaryless” management of the lands.

These pilot initiatives have three primary objectives:

- Provide customers shared by BLM and the Forest Service with seamless service—for example, one-stop shopping for permits and services.
- Reduce red tape by using the same procedures in both agencies.
- Reduce costs by sharing resources (personnel, facilities, and skills) and eliminating business processes that do not add value.

In addition to the two formal pilot projects, BLM identified 36 additional locations that could be potentially included in the Service First initiative because the respective offices were in the same town or were already colocated, or because plans were under way for a future colocation between BLM and the Forest Service.

Other Cooperative Efforts

According to BLM’s and the Forest Service’s budget justifications and annual reports, the agencies undertake other initiatives of a cooperative, shared, or reimbursable nature including the following:

- Managing salmon, steelhead, and sea-run cutthroat trout in watersheds with both threatened or endangered-listed stocks and other stocks of anadromous fish on the 19,500 miles of spawning and rearing streams in Alaska, California, Idaho, Oregon, and Washington. Also, the agencies are restoring the health of the entire riverine systems and the native fish species in areas where local communities have developed comprehensive watershed management plans.
- Conducting examinations of abandoned mine lands in Alaska to quantify hazardous conditions, if any, and other damages for reclamation planning. Reclaiming abandoned mines under an interagency initiative to coordinate the efforts of all land managers and owners to efficiently and comprehensively address entire watersheds rather than “spot treating” individual sites.
- Coordinating on fostering economic activity by facilitating energy and mineral development on National Forest System lands. BLM issues the leases, and the Forest Service ensures the preparation of additional, site-specific, environmental documents and monitors and inspects the operations until final reclamation.

- BLM's conducting of land surveys when requested by the Forest Service. In fiscal year 1998, it was estimated that the BLM would perform 42 projects involving 880 miles for the Forest Service.
- Coordinating and cooperating in implementing the President's Northwest Forest Plan. In addition, the time-dependent and broad-level surveys, in addition to the monitoring needed to determine the effectiveness of actions throughout the 24-million-acre region, requires extensive training and contract coordination between the two agencies. Workers in the Forest Workforce Pilot Program also completed projects on both BLM and Forest Service lands.
- Continuing cooperative seed orchard programs to reduce private seed orchards' operational costs.
- BLM is working with a Forest Service research station to accurately identify the economic impact of recreation on communities adjacent to public lands.
- Cosponsoring a course that focused on the design of recreation environments to ensure that the programs and facilities would be available to the widest range of customers, including those with disabilities. Also, both agencies cosponsored workshops on collaborative stewardship. In addition, BLM, the Forest Service, and other partners established the Partners for Resource Education to promote interagency collaboration for environmental education.
- BLM, the Forest Service, and other partners joined together to develop trailheads and related recreational facilities in high-use areas of the Yellowstone Ecosystem. They also hosted National Public Lands Day to encourage all Americans to pitch in to protect the nation's treasures while providing an opportunity for children, families, young adults, and seniors to participate in volunteer and educational activities linked to the public lands.
- Coordinating land-use planning and management where agency boundaries meet or overlap, and providing for social and economic needs without undue harm to natural systems in southeastern Utah.
- Accomplishing a series of actions to improve system coordination between the Forest Service and BLM, including telecommunications/network sharing, Internet firewalls and shared network access, E-mail connectivity, shared computer helpdesks, shared local area networks and colocation, data standards and applications, Forest Service and BLM contract sharing, and hardware/software licensing.

Forest Service and Bureau of Land Management Employees by Job Series, Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
Miscellaneous Occupations					
0018	Safety and Occupational Health Management	22	1	38	0
0019	Safety Technician	5	0	4	0
0020	Community Planning	3	0	13	2
0021	Community Planning Technician	0	0	4	0
0023	Outdoor Recreation Planning	232	5	116	7
0025	Park Ranger	66	129	1	0
0028	Environmental Protection Specialist	90	2	0	0
0029	Environmental Protection Assistant	1	0	0	0
0080	Security Administration	2	0	0	0
0085	Security Guard	3	0	0	0
0090	Guide	0	0	18	22
0099	General Student Trainee	11	2	0	2
	Total	435	139	194	33
Social Science, Psychology, and Welfare					
0101	Social Science	2	0	66	8
0102	Social Science Aide and Technician	4	28	47	91
0110	Economist	19	0	43	5
0119	Economics Assistant	0	0	0	3
0142	Manpower Development	0	0	36	0
0150	Geography	6	0	19	6
0160	Civil Rights Analysis	1	0	0	0
0170	History	3	1	9	5
0180	Psychology	0	0	4	0
0184	Sociology	1	0	2	0
0185	Social Work	0	0	2	0
0186	Social Services Aide and Assistant	0	0	293	33
0187	Social Services	0	0	2	0
0188	Recreation Specialist	0	0	20	1
0189	Recreation Aide and Assistant	5	15	20	2
0190	General Anthropology	2	0	1	0
0193	Archeology	135	8	316	72

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
0199	Social Science Student Trainee	11	0	2	8
	Total	189	52	882	234
Personnel Management and Industrial Relations					
0201	Personnel Management	61	0	282	1
0203	Personnel Clerical and Assistance	52	1	332	14
0212	Personnel Staffing	8	0	11	0
0221	Position Classification	5	0	7	0
0223	Salary and Wage Administration	0	0	5	0
0230	Employee Relations	10	0	36	0
0233	Labor Relations	1	0	7	0
0235	Employee Development	5	0	20	0
0260	Equal Employment Opportunity	33	0	75	0
0299	Personnel Management Student Trainee	3	0	0	4
	Total	178	1	775	19
General Administration, Clerical, and Office Services					
0301	Miscellaneous Administration and Program	507	11	192	6
0303	Miscellaneous Clerk and Assistant	217	53	600	132
0304	Information Receptionist	17	11	220	161
0305	Mail and File	44	5	76	14
0318	Secretary	195	8	219	9
0322	Clerk-Typist	5	2	16	50
0326	Office Automation Clerical and Assistance	61	29	370	249
0332	Computer Operation	10	0	51	1
0334	Computer Specialist	376	6	634	28
0335	Computer Clerk and Assistant	68	8	336	97
0340	Program Management	241	4	520	0
0341	Administrative Officer	33	0	182	1
0342	Support Services Administration	26	0	442	2
0343	Management and Program Analysis	126	4	152	2

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
0344	Management and Program Clerical and Assistance	39	3	17	0
0346	Logistics Management	2	0	0	0
0350	Equipment Operator	16	0	16	0
0351	Printing Clerical	1	0	1	0
0356	Data Transcriber	1	0	0	0
0357	Coding	0	0	1	0
0360	Equal Opportunity Compliance	1	0	4	0
0361	Equal Opportunity Assistance	6	1	4	1
0382	Telephone Operating	0	0	2	0
0391	Telecommunications	77	0	138	3
0399	Administration and Office Support Student Trainee	21	5	1	7
	Total	2,090	150	4,194	763
Biological Sciences					
0401	General Biological Science	509	20	990	38
0403	Microbiology	0	0	17	2
0404	Biological Science Technician	19	114	350	710
0408	Ecology	32	1	213	43
0413	Physiology	0	0	0	1
0414	Entomology	0	0	114	5
0415	Toxicology	1	0	0	0
0430	Botany	42	10	133	49
0434	Plant Pathology	0	0	79	1
0435	Plant Physiology	0	0	33	5
0437	Horticulture	2	0	7	1
0440	Genetics	0	0	18	5
0454	Rangeland Management	352	2	361	14
0455	Range Technician	451	412	107	79
0457	Soil Conservation	3	0	0	0
0460	Forestry	190	2	3,205	85
0462	Forestry Technician	315	152	6,472	2,431
0470	Soil Science	38	2	190	15
0480	General Fish and Wildlife Administration	2	0	3	0
0482	Fishery Biology	69	9	355	48
0486	Wildlife Biology	232	22	734	126

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
0487	Animal Science	1	0	0	0
0499	Biological Science Student Trainee	58	1	18	121
	Total	2,322	747	13,399	3,779
Accounting and Budget					
0501	Financial Administration and Program	8	1	137	0
0503	Financial Clerical and Assistance	27	2	100	0
0505	Financial Management	2	0	39	0
0510	Accounting	20	1	133	5
0511	Auditing	0	0	13	0
0525	Accounting Technician	46	1	273	15
0530	Cash Processing	3	0	0	0
0540	Voucher Examining	15	1	37	6
0544	Civil Pay	2	1	43	5
0560	Budget Analysis	46	0	196	2
0561	Budget Clerical and Assistance	12	0	35	0
0599	Financial Management Student Trainee	0	0	0	3
	Total	181	7	1,006	36
Medical, Hospital, Dental, and Public Health					
0610	Nurse	0	0	25	3
0620	Practical Nurse	0	0	5	1
0640	Health Aide and Technician	0	0	2	0
0688	Sanitarian	0	0	0	1
0690	Industrial Hygiene	1	0	0	0
	Total	1	0	32	5
Veterinary Medical Science					
0704	Animal Health Technician	1	0	0	0
	Total	1	0	0	0
Engineering and Architecture					
0801	General Engineering	12	0	80	1
0802	Engineering Technician	242	22	941	87
0803	Safety Engineering	2	0	0	0
0807	Landscape Architecture	7	0	210	12
0808	Architecture	4	0	21	1
0809	Construction Control	0	0	14	2

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
0810	Civil Engineering	79	0	681	12
0817	Surveying Technician	39	115	73	44
0818	Engineering Drafting	1	0	9	1
0819	Environmental Engineering	4	2	20	0
0830	Mechanical Engineering	2	0	21	2
0850	Electrical Engineering	2	0	3	0
0855	Electronics Engineering	2	0	9	0
0856	Electronics Technician	38	3	107	9
0861	Aerospace Engineering	0	0	1	0
0880	Mining Engineering	59	0	8	0
0881	Petroleum Engineering	83	1	1	0
0890	Agricultural Engineering	0	0	1	0
0893	Chemical Engineering	0	0	11	2
0896	Industrial Engineering	0	0	1	0
0899	Engineering and Architecture Student Trainee	14	2	10	14
	Total	590	145	2,222	187
Legal and Kindred					
0905	General Attorney	1	2	0	0
0930	Hearings and Appeals	1	0	0	0
0950	Paralegal Specialist	5	2	14	0
0962	Contact Representative	79	18	0	0
0963	Legal Instruments Examining	64	2	54	1
0965	Land Law Examining	243	1	22	0
0986	Legal Clerical and Assistance	100	7	11	0
0990	General Claims Examining	0	0	13	0
0998	Claims Clerical	0	0	2	0
0999	Legal Occupations Student Trainee	2	0	0	0
	Total	495	32	116	1

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
Information and Arts					
1001	General Arts and Information	27	5	397	103
1010	Exhibits Specialist	0	0	3	0
1015	Museum Curator	2	0	2	0
1016	Museum Specialist and Technician	2	0	2	1
1020	Illustrating	1	0	4	0
1035	Public Affairs	80	1	252	11
1060	Photography	4	0	12	1
1071	Audiovisual Production	14	0	11	2
1082	Writing and Editing	29	4	36	9
1083	Technical Writing and Editing	3	5	24	5
1084	Visual Information	22	0	49	5
1087	Editorial Assistance	7	3	28	6
1099	Information and Arts Student Trainee	2	0	0	2
Total		193	18	820	145
Business and Industry					
1101	General Business and Information	38	6	510	21
1102	Contracting	79	0	225	1
1104	Property Disposal	2	2	4	0
1105	Purchasing	52	0	279	2
1106	Procurement Clerical and Technician	10	1	103	0
1107	Property Disposal Clerical and Technician	2	0	1	0
1170	Realty	290	4	141	1
1171	Appraising	33	1	33	2
1176	Building Management	2	0	0	0
1199	Business and Industry Student Trainee	4	0	0	1
Total		512	14	1,296	28
Copyright, Patent, and Trademark					
1221	Patent Advisor	0	0	2	3
Total		0	0	2	3
Physical Sciences					
1301	General Physical Science	66	3	73	5
1310	Physics	0	0	1	1

(continued)

Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
1311	Physical Science Technician	13	15	31	35
1313	Geophysics	2	0	0	0
1315	Hydrology	52	3	288	27
1316	Hydrologic Technician	1	18	69	92
1320	Chemistry	2	0	51	4
1340	Meteorology	0	0	21	0
1341	Meteorological Technician	0	0	2	12
1350	Geology	244	9	117	19
1370	Cartography	45	2	69	0
1371	Cartographic Technician	106	17	155	57
1372	Geodesy	8	0	0	0
1373	Land Surveying	254	7	137	1
1380	Forest Products Technology	0	0	33	1
1399	Physical Science Student Trainee	13	1	2	9
Total		806	75	1,049	263
Library and Archives					
1410	Librarian	4	0	7	1
1411	Library Technician	7	0	12	6
1412	Technical Information Services	1	0	9	1
1421	Archives Technician	1	0	0	0
1499	Library and Archives Student Trainee	1	1	0	0
Total		14	1	28	8
Mathematics and Statistics					
1515	Operations Research	1	0	35	0
1520	Mathematics	0	0	5	1
1529	Mathematical Statistician	0	0	30	2
1530	Statistician	0	0	12	3
1531	Statistical Assistant	3	2	9	2
1550	Computer Science	0	0	4	0
Total		4	2	95	8
Equipment, Facilities, and Services					
1601	General Facilities and Equipment	5	0	2	0
1640	Facility Management	1	0	13	0
1654	Printing Management	12	0	8	0

(continued)

Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
1670	Equipment Specialist	11	0	27	1
	Total	29	0	50	1
Education					
1701	General Education and Training	5	0	7	0
1702	Education and Training Technician	11	1	31	16
1710	Education and Vocational Training	0	0	114	10
1712	Training Instruction	11	0	19	2
1740	Education Services	0	0	30	1
1750	Instructional Systems	7	0	0	0
1799	Education Student Trainee	0	0	0	1
	Total	34	1	201	30
Investigation					
1801	General Inspection, Investigation, and Compliance	161	0	6	2
1802	Compliance Inspection and Support	32	2	476	2
1811	Criminal Investigating	54	0	138	0
1825	Aviation Safety	0	0	1	0
1899	Investigation Student Trainee	10	0	0	2
	Total	257	2	621	6
Quality Assurance, Inspection, and Grading					
1910	Quality Assurance	9	0	0	0
	Total	9	0	0	0

(continued)

Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
Supply					
2001	General Supply	18	0	9	0
2003	Supply Program Management	2	0	9	0
2005	Supply Clerical and Technician	43	4	77	6
2010	Inventory Management	3	0	0	0
2099	Supply Student Trainee	0	0	0	1
	Total	66	4	95	7
Transportation					
2101	Transportation Specialist	17	0	33	0
2102	Transportation Clerk and Assistant	3	0	15	0
2130	Traffic Management	1	0	0	0
2150	Transportation Operations	10	0	47	0
2151	Dispatching	0	0	8	1
2181	Aircraft Operation	9	0	65	0
	Total	40	0	168	1
Wire Communications, Equipment Installation, and Maintenance					
2502	Telecommunications Mechanic	0	0	1	0
	Total	0	0	1	0
Electronic Equipment Installation and Maintenance					
2604	Electronic Mechanic	7	1	3	0
2606	Electronic Industrial Controls Mechanic	4	0	0	0
2608	Electronic Digital Computer Mechanic	3	0	0	0
2610	Electronic Integrated Systems Mechanic	2	0	0	0
	Total	16	1	3	0
Electrical Installation and Maintenance					
2805	Electrician	1	1	19	0
	Total	1	1	19	0
Instrument Work					
3314	Instrument Making	0	0	1	0
3359	Instrument Mechanic	0	1	0	0
	Total	0	1	1	0
Machine Tool Work					
3414	Machining	0	0	4	0

(continued)

Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
Total		0	0	4	0
General Services and Support Work					
3501	Miscellaneous General Services and Support	0	0	0	1
3502	Laboring	3	16	41	345
3506	Summer Aid/Student Aid	0	0	0	1
3511	Laboratory Working	0	0	2	0
3566	Custodial Working	0	0	7	12
Total		3	16	50	359
Structural and Finishing Work					
3602	Cement Finishing	0	0	1	0
3603	Masonry	1	1	4	0
3653	Asphalt Working	0	0	1	0
Total		1	1	6	0
Metal Processing					
3703	Welding	2	0	15	0
Total		2	0	15	0
Painting and Paper					
4102	Painting	0	1	1	0
4104	Sign Painting	4	0	3	0
Total		4	1	4	0
Plumbing and Pipefitting					
4204	Pipefitting	0	0	1	0
Total		0	0	1	0
Printing					
4401	Miscellaneous	4	0	1	0
4402	Bindery Working	3	0	0	0
4414	Offset Photography	2	0	2	0
4417	Offset Press Operating	0	0	5	0
Total		9	0	8	0
Wood Work					
4604	Wood Working	0	0	2	0
4605	Wood Crafting	0	0	4	0
4607	Carpentry	6	1	21	4
Total		6	1	27	4
General Maintenance and Operation Work					
4701	Miscellaneous General Maintenance	0	0	4	0

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
4714	Model Making	0	0	1	0
4737	General Equipment Mechanic	0	0	2	0
4742	Utility Systems Repairing-Operating	2	0	4	1
4745	Research Laboratory Mechanic	0	0	2	0
4749	Maintenance Mechanic	99	35	180	28
	Total	101	35	193	29
Plant and Animal Work					
5001	Fire Retardant Mixer Operating	3	0	12	5
5003	Gardening	8	1	17	2
5026	Pest Controlling	0	0	1	0
5035	Livestock Ranching/Wrangling	11	8	0	0
5042	Tree Trimming and Removing	0	0	3	0
5048	Animal Caretaking	2	0	2	2
5201	Miscellaneous Occupations	0	0	2	1
	Total	24	9	37	10
Industrial Equipment Maintenance					
5306	Air Conditioning Equipment Mechanic	0	0	4	0
5352	Industrial Equipment Mechanic	2	2	0	0
5378	Powered Support Systems Mechanic	0	2	0	0
	Total	2	4	4	0
Industrial Equipment Operating					
5402	Boiler Plant Operating	0	2	1	0
5406	Utility Systems Operating	0	0	8	0
5408	Wastewater Treatment Plant Operating	0	0	5	0
5409	Water Treatment Plant Operating	0	0	8	1
5413	Fuel Distribution System Operating	3	4	0	0
5433	Gas Generating Plant Operating	4	8	0	0
	Total	7	14	22	1

(continued)

Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
Transportation/Mobile Equipment Operation					
5701	Miscellaneous Transportation Equipment Operating	0	0	0	1
5703	Motor Vehicle Operating	12	12	26	15
5704	Fork Lift Operating	0	0	3	3
5705	Tractor Operating	3	1	31	9
5716	Engineering Equipment Operating	162	37	344	64
5729	Drill Rig Operating	0	0	0	1
5786	Small Craft Operating	0	0	3	1
	Total	177	50	407	94
Transportation/Mobile Equipment Maintenance					
5801	Miscellaneous Transportation Maintenance	0	0	2	0
5803	Heavy Mobile Equipment Mechanic	10	4	7	0
5806	Mobile Equipment Servicing	1	0	1	0
5823	Automotive Mechanic	6	0	96	7
	Total	17	4	106	7
Ammunition, Explosives, and Toxic Materials Work					
6502	Explosives Operating	0	0	1	0
	Total	0	0	1	0
Warehousing and Stock Handling					
6904	Tools and Parts Attending	0	0	2	0
6907	Materials Handler	79	14	45	9
6968	Aircraft Freight Loading	2	0	0	0
	Total	81	14	47	9
Packing and Processing					
7002	Packing	0	0	2	0
	Total	0	0	2	0
Food Preparation and Serving					
7404	Cooking	2	0	71	17
	Total	2	0	71	17
Engine Overhaul					
8610	Small Engine Mechanic	4	0	5	0
	Total	4	0	5	0
Aircraft Overhaul					
8852	Aircraft Mechanic	1	0	1	0

(continued)

**Appendix I
Forest Service and Bureau of Land
Management Employees by Job Series,
Fiscal Year 1998**

Job series number	Series title	BLM permanent employees	BLM temporary employees	Forest Service permanent employees	Forest Service temporary employees
8862	Aircraft Attending	6	4	0	0
	Total	7	4	1	0
	Grand total	8,910	1,546	28,280	6,087

Notes: Series 0345 was abolished and rolled into series 0343 in August 1990. Series 0393 was abolished and rolled into series 0391 in March 1990. Series 3506 was abolished and permanently removed from the job series in December 1994.

Source: Forest Service and BLM.

Types of Forest Service and Bureau of Land Management Offices by State

States/ organization	Headquarters offices	Regional offices	State offices	Forest offices ^a	District offices	Ranger district offices ^b
Alabama						
Forest Service	0	0	0	1	0	6
BLM	0	0	0	0	0	0
Alaska						
Forest Service	0	1	0	1	0	16
BLM	0	0	1	0	0	0
Arizona						
Forest Service	1	0	0	6	0	28
BLM	0	0	1	0	0	0
Arkansas						
Forest Service	0	0	0	2	0	16
BLM	0	0	0	0	0	0
California						
Forest Service	1	1	0	17	0	74
BLM	0	0	1	0	1	0
Colorado						
Forest Service	0	1	0	6	0	43
BLM	0	0	1	0	4	0
Connecticut						
Forest Service	0	0	0	0	0	0
BLM	0	0	0	0	0	0
District of Columbia						
Forest Service	1	0	0	0	0	0
BLM	2	0	0	0	0	0
Florida						
Forest Service	0	0	0	1	0	5
BLM	0	0	0	0	0	0
Georgia						
Forest Service	0	1	0	1	0	7
BLM	0	0	0	0	0	0
Hawaii						
Forest Service	0	0	0	0	0	0
BLM	0	0	0	0	0	0

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

Field offices	Resource area offices	Research offices ^c	National technical centers	Job corps centers	Other offices	Total
0	0	2	0	0	0	9
0	0	0	0	0	0	0
0	0	2	0	0	4	24
6	0	0	0	0	3	10
0	0	1	0	0	1	37
6	0	0	1	0	1	9
0	0	1	0	2	0	21
0	0	0	0	0	0	0
0	0	9	0	0	14	116
15	0	0	0	0	0	17
0	0	2	0	1	2	55
2	9	0	4	0	2	22
0	0	1	0	0	0	1
0	0	0	0	0	0	0
0	0	0	0	0	0	1
0	0	0	0	0	0	2
0	0	0	0	0	0	6
0	0	0	0	0	0	0
0	0	1	0	0	0	10
0	0	0	0	0	0	0
0	0	3	0	0	0	3
0	0	0	0	0	0	0

(continued)

**Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State**

States/ organization	Headquarters offices	Regional offices	State offices	Forest offices^a	District offices	Ranger district offices^b
Idaho						
Forest Service	1	0	0	9	0	47
BLM	0	0	1	0	1	0
Illinois						
Forest Service	0	0	0	1	0	5
BLM	0	0	0	0	0	0
Indiana						
Forest Service	0	0	0	1	0	2
BLM	0	0	0	0	0	0
Kansas						
Forest Service	0	0	0	0	0	1
BLM	0	0	0	0	0	0
Kentucky						
Forest Service	0	0	0	1	0	6
BLM	0	0	0	0	0	0
Louisiana						
Forest Service	0	0	0	1	0	5
BLM	0	0	0	0	0	0
Maine						
Forest Service	0	0	0	0	0	1
BLM	0	0	0	0	0	0
Massachusetts						
Forest Service	0	0	0	0	0	0
BLM	0	0	0	0	0	0
Michigan						
Forest Service	0	0	0	3	0	18
BLM	0	0	0	0	0	0
Minnesota						
Forest Service	0	0	0	2	0	8
BLM	0	0	0	0	0	0
Mississippi						
Forest Service	0	0	0	1	0	7
BLM	0	0	0	0	0	0
Missouri						
Forest Service	0	0	0	1	0	7
BLM	0	0	0	0	0	0

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

Field offices	Resource area offices	Research offices ^c	National technical centers	Job corps centers	Other offices	Total
0	0	2	0	0	3	62
5	13	0	1	0	0	21
0	0	1	0	1	0	8
0	0	0	0	0	0	0
0	0	2	0	0	0	5
0	0	0	0	0	0	0
0	0	0	0	0	0	1
0	0	0	0	0	0	0
0	0	0	0	2	0	9
0	0	0	0	0	0	0
0	0	1	0	0	1	8
0	0	0	0	0	0	0
0	0	1	0	0	0	2
0	0	0	0	0	0	0
0	0	1	0	0	0	1
0	0	0	0	0	0	0
0	0	3	0	0	1	25
0	0	0	0	0	0	0
0	0	3	0	0	2	15
0	0	0	0	0	0	0
0	0	5	0	0	0	13
1	0	0	0	0	0	1
0	0	3	0	0	0	11
0	0	0	0	0	1	1

(continued)

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

States/ organization	Headquarters offices	Regional offices	State offices	Forest offices^a	District offices	Ranger district offices^b
Montana						
Forest Service	1	1	0	9	0	39
BLM	0	0	1	0	3	0
North Carolina						
Forest Service	0	0	0	1	0	10
BLM	0	0	0	0	0	0
North Dakota						
Forest Service	0	0	0	0	0	3
BLM	0	0	0	0	1	0
Nebraska						
Forest Service	0	0	0	1	0	2
BLM	0	0	0	0	0	0
Nevada						
Forest Service	0	0	0	1	0	8
BLM	0	0	1	0	0	0
New Hampshire						
Forest Service	0	0	0	1	0	4
BLM	0	0	0	0	0	0
New Mexico						
Forest Service	0	1	0	5	0	25
BLM	0	0	1	0	0	0
New York						
Forest Service	0	0	0	1	0	0
BLM	0	0	0	0	0	0
Ohio						
Forest Service	0	0	0	1	0	3
BLM	0	0	0	0	0	0
Oklahoma						
Forest Service	0	0	0	0	0	4
BLM	0	0	0	0	0	0
Oregon						
Forest Service	0	1	0	13	0	55
BLM	0	0	1	0	9	0
Pennsylvania						
Forest Service	0	0	0	1	0	3
BLM	0	0	0	0	0	0

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

Field offices	Resource area offices	Research offices ^c	National technical centers	Job corps centers	Other offices	Total
0	0	4	0	2	2	58
0	7	0	0	0	0	11
0	0	5	0	2	0	18
0	0	0	0	0	0	0
0	0	0	0	0	0	3
0	0	0	0	0	0	1
0	0	1	0	1	1	6
0	0	0	0	0	0	0
0	0	1	0	0	0	10
8	0	0	0	0	0	9
0	0	1	0	0	1	7
0	0	0	0	0	0	0
0	0	1	0	0	0	32
11	0	0	0	0	0	12
0	0	1	0	0	0	2
0	0	0	0	0	0	0
0	0	1	0	0	0	5
0	0	0	0	0	0	0
0	0	0	0	0	0	4
2	0	0	0	0	0	2
0	0	4	0	3	8	84
23	0	0	0	0	0	33
0	0	2	0	0	2	8
0	0	0	0	0	0	0

(continued)

**Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State**

States/ organization	Headquarters offices	Regional offices	State offices	Forest offices^a	District offices	Ranger district offices^b
Puerto Rico						
Forest Service	0	0	0	1	0	0
BLM	0	0	0	0	0	0
South Carolina						
Forest Service	0	0	0	1	0	6
BLM	0	0	0	0	0	0
South Dakota						
Forest Service	0	0	0	1	0	10
BLM	0	0	0	0	0	0
Tennessee						
Forest Service	0	0	0	1	0	6
BLM	0	0	0	0	0	0
Texas						
Forest Service	0	0	0	1	0	5
BLM	0	0	0	0	0	0
Utah						
Forest Service	1	1	0	6	0	24
BLM	0	0	1	0	3	0
Vermont						
Forest Service	0	0	0	1	0	3
BLM	0	0	0	0	0	0
Virginia						
Forest Service	1	0	0	1	0	11
BLM	0	0	1	0	0	0
Washington						
Forest Service	0	0	0	6	0	27
BLM	0	0	0	0	1	0
West Virginia						
Forest Service	0	0	0	1	0	6
BLM	0	0	0	0	0	0
Wisconsin						
Forest Service	0	1	0	2	0	9
BLM	0	0	0	0	0	0
Wyoming						
Forest Service	0	0	0	4	0	23
BLM	0	0	1	0	4	0

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

Field offices	Resource area offices	Research offices ^c	National technical centers	Job corps centers	Other offices	Total
0	0	0	0	0	1	2
0	0	0	0	0	0	0
0	0	2	0	0	1	10
0	0	0	0	0	0	0
0	0	1	0	1	0	13
0	1	0	0	0	0	1
0	0	0	0	1	1	9
0	0	0	0	0	0	0
0	0	1	0	0	0	7
1	0	0	1	0	0	2
0	0	4	0	0	1	37
3	8	0	0	0	2	17
0	0	1	0	0	0	5
0	0	0	0	0	0	0
0	0	1	0	1	2	17
0	0	0	0	0	0	1
0	0	4	0	1	2	40
2	0	0	0	0	0	3
0	0	3	0	0	1	11
0	0	0	0	0	0	0
0	0	2	0	1	1	16
1	0	0	0	0	0	1
0	0	1	0	0	0	28
6	0	0	0	0	2	13

(continued)

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

States/ organization	Headquarters offices	Regional offices	State offices	Forest offices^a	District offices	Ranger district offices^b
Forest Service total	7	9	0	115	0	588
BLM total	2	0	12	0	27	0
Grand total	9	9	12	115	27	588

Appendix II
Types of Forest Service and Bureau of Land
Management Offices by State

Field offices	Resource area offices	Research offices^c	National technical centers	Job corps centers	Other offices	Total
0	0	85	0	19	52	875
92	38	0	7	0	11	189
92	38	85	7	19	63	1,064

^aThe Forest Service has 155 proclaimed national forests. However, since some of the forests are small, the Forest Service combines some of the forests into administrative units for accounting purposes.

^bDistrict offices include work centers and stations and some proclaimed national forests and grasslands that have been designated as districts for administrative purposes.

^cResearch offices include stations, laboratories, and specialized research centers and institutes.

Source: GAO's analysis of the Forest Service's and BLM's data.

Bureau of Land Management's Activities

Budget activity	Activities include
Management of Lands and Resources	
Land Resources	Providing for the integrated management of certain public land renewable resources and cultural resources including soil, water, and air; rangelands; forests; riparian lands or wetlands; cultural resources; and wild horses and burros. Major activities include establishing ecological site baseline data; identifying and quantifying the uses of water resources; monitoring watersheds and airsheds to determine if intended objectives are met; issuing grazing permits and leaseings; evaluating the condition, trend, and health of wetlands and aquatic areas; promoting the public's awareness and appreciation of archaeological, historical, paleontological, and environmental resources through interpretive and educational programs; and maintaining preparation facilities for wild horses and burros prior to adoption.
Wildlife and Fisheries	Managing, restoring, and protecting fish and wildlife habitat on public lands. Major activities include emphasizing partnership efforts with other agencies and private partners to manage fish and wildlife habitats, implementing visitor enhancement activities at wildlife-viewing sites through improved directional and interpretive signs, conducting project work, and developing site-specific plans.
Threatened and Endangered Species	Working collaboratively with other federal, state, and local agencies and private landowners to develop conservation strategies and agreements for declining plant and animal populations and implementing priority protection and restoration actions for special habitats in designated areas. Major activities include monitoring population trends and habitat conditions to determine if management prescriptions are promoting species recovery, and inventorying threatened and endangered species—including proposed and candidate species—to develop and implement conservation strategies and recovery plans.
Recreation Management	Providing resource-related recreational activities and quality visitor services while minimizing natural and cultural resource damage and ensuring that the public receives fair market value for any commercial ventures from public lands. Major activities include preparing wilderness management plans, monitoring resource conditions and trends on these lands, and conducting studies during land and resource management planning revisions; identifying boundaries, setting survey monuments, installing signs, and updating public land records; developing brochures, maps, and media coverage about new wilderness areas; providing visitor information and quality services, working with the state and local tourism industry, and seeking cost recovery for recreational services provided by the Bureau of Land Management (BLM); issuing permits for the use of river systems, trails, hunting, backpacking, competitive events, and individual recreation use; identifying and mapping trails and providing visitor information; and maintaining sites and facilities in fee areas.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Energy and Minerals	Providing mineral resources from public lands while minimizing natural resource damage and ensuring a fair return for any minerals produced from public lands. Major activities include making land available for oil, gas, and coal production by processing and issuing permits and leases; conducting on-site inspections of permittees and lessees; screening nearly all onshore wells drilled to determine whether a potential drainage situation exists; performing inspection and enforcement activities for both producing and nonproducing coal leases; and assessing Alaskan mineral resources on federal lands to identify land use management alternatives and policy options.
Realty and Ownership Management	Providing lands, realty, and cadastral survey products and services involving public lands; maintaining current land title records; and managing and processing realty and right-of-way authorizations on public lands. Major activities include recording, automating, and preserving land survey records; maintaining the Geographic Coordinate Data Base; and providing land managers with cadastral surveys, including the locating and marking of boundaries; responding to public inquiries about surveys, public land status, use, and availability; issuing right-of-way grants to authorize the construction, operation, and maintenance of a wide range of projects on public lands; monitoring land use authorizations and conveyances to maintain compliance with terms and conditions; and maintaining a program to prevent or detect the unauthorized use of public lands.
Communication Sites	Managing communication sites for both commercial and private users under the right-of-way authorization. Major activities include processing authorizations and conducting the subsequent management of the communication site use of public lands.
Resource Protection and Maintenance	Protecting the health and safety of users or activities on public lands (1) through the maintenance of buildings and transportation and recreation facilities and (2) from criminal or other unlawful activities. Major activities include preparing, approving, and revising land management plans; maintaining and/or improving buildings, water systems, recreational facilities, and transportation systems on public lands; conducting project surveys, designs, or other engineering or architectural services; protecting resources from theft or degradation; investigating crimes occurring on or relating to public lands; reducing the cultivation, manufacture, distribution, and possession of illegal drugs on public lands; and protecting public lands and the environment from the effects of hazardous materials and wastes.
Emergency Operations	Providing immediate response for emergency grasshopper and cricket control operations and repairing or replacing government property destroyed or damaged by catastrophic acts of nature. Major activities include assessing the extent of damage or loss, documenting the nature of immediate repair work or replacement needed, and determining what additional actions may be necessary; assisting with the inspections of public lands where potential outbreaks of pests may occur; and developing and implementing control plans.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Workforce and Organizational Support	Providing internal support relating to automated systems, human resources management, procurement, property management, and financial resources management. Major activities include providing operations and maintenance support for the automation of certain administration processes and exploring new technology; developing public affairs actions and recommending them to managers; developing agency budgets; processing financial documents and maintaining BLM's system of accounts and financial management reports; managing mail, uniforms, and printing programs; and developing policies and guidelines for personnel management activities. This category also includes bureauwide fixed costs, such as rental space, communications, security, and required employee payments.
Mining Law Administration	Administering mining laws on federal lands where mining claims are involved. Major activities include determining the validity of unpatented mining claims, preparing mineral patents for review, preparing mineral potential reports, enforcing surface management and environmental requirements, enforcing bonding requirements to ensure that proper reclamation occurs after a site has been mined, and collecting location and annual maintenance fees.
Automated Land and Mineral Records System	Making federal land and mineral records electronically accessible to the public, private corporations, other agencies, and state and local governments. Major activities include improving the speed and accuracy of land and mineral record-processing activities; preserving deteriorating land and mineral records; and linking legal land descriptions, geographic coordinates, land and mineral ownership, and resource data to provide a picture of the lands' current uses and availability.
Wildland Fire Management	
Wildland Fire Preparedness	Developing and implementing the wildland fire management programs and planning to apply wildland fire to protect, maintain, and enhance resources and to reduce hazardous fuels. Major activities include procuring, in advance of fire emergencies, the resources that will be needed to respond when a fire occurs; hiring, training, and equipping the fire suppression and support personnel; inspecting and servicing fire equipment; inventorying and stocking fire supply caches; operating firefighting dispatch centers; providing communications equipment, networks, and facilities; operating the National Interagency Fire Center that coordinates fire efforts nationally; planning and managing prescribed fires for both planned and unplanned ignitions, and planning and managing mechanical treatments to restore and maintain the environment, protect resources, and reduce hazardous fuels that could produce catastrophic fires; monitoring the effects of prescribed fires on vegetation; and conducting research to improve firefighting methods and safety.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Wildland Fire Operations	Suppressing destructive wildland fires occurring on or threatening Department of the Interior's managed lands or protected lands to protect natural resources and applying wildland fires and mechanical treatments to protect, maintain, and enhance resources and reduce hazardous fuels. Major activities include suppressing wildland fires through personnel, aircraft, and other equipment and supplies; providing emergency rehabilitation projects after a fire to stabilize soils, structures, or other damage caused by the fires; applying fire and mechanical treatments to enhance resources and reduce hazardous fuels including the use of aerial reconnaissance flights and the mobilization and transport of crews to fire sites; and replacing routine supplies and equipment.
Central Hazardous Materials Fund	
Central Hazardous Materials Fund	Conducting remedial investigations or feasibility studies and cleanups at hazardous substance release sites for which the Department of the Interior is liable. Major activities include conducting hazardous material cleanups and the subsequent maintenance and monitoring of the remedial actions, and pursuing aggressive cost-recovery actions from the parties responsible for contaminating the federal lands.
Construction and Access	
Construction	Constructing and/or rehabilitating buildings, recreation sites, fire stations, roads, and trails.
Land Acquisition	
Land Acquisition and Acquisition Management	Providing opportunities to acquire properties that protect threatened resource values and benefit the public's need for outdoor recreation. Major activities include processing actions necessary to complete land acquisitions and exchanges, including title searches, appraisals, surveys, and program coordination with other program areas or local governments.
Oregon and California Grant Lands	
Western Oregon Construction and Acquisition	Providing for the acquisition of easements and the development of facilities to provide continued legal access to lands for forest management purposes and to maintain access to recreation sites for public use. Major activities include planning and administering construction projects, developing and maintaining transportation plans, designing access roads for general resource management, including rock excavation and stabilization work; and acquiring easements to complete Oregon and California grant lands timber management plans.
Western Oregon Facilities Maintenance	Maintaining office buildings, warehouse and storage structures, shops, greenhouses, recreation sites, and transportation systems. Major activities include upgrading infrastructure needs to accommodate increasing public use; disposing of garbage; repairing and maintaining facilities; planning, surveying, and design work; contract supervision and the inventorying of facilities; and inspecting, repairing, and maintaining forest roads, trails, and bridges.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Western Oregon Resources Management	Providing for the management of forest lands in western Oregon to meet the objectives of the President's Forest Plan. Major activities include designing and administering timber sales; monitoring ecological impacts and resource trends; developing site-specific and watershed-level prescriptions; maintaining current inventories of sites available for reforestation and forest development; planting high-quality, genetically superior seedlings; fertilizing, pruning, and performing precommercial thinning to improve growth; monitoring soil, water, and air quality to determine the effectiveness of mitigation measures; developing and maintaining databases of wildlife, fish, and plant species and their habitat on public lands; maintaining and improving vegetative conditions on grazed lands; and developing and maintaining land use plans.
Western Oregon Information and Resource Data System	Providing for the acquisition, operation, and maintenance of the automated data support systems required for managing the President's Forest Plan. Major activities include developing, operating, monitoring, and supporting automated system applications, hardware, software, and databases; providing technical user support for spatial data management; acquiring graphic, analog, or digital data; producing base or thematic maps; and developing data models.
Jobs in the Woods	Creating family-wage job opportunities for displaced forest workers and stimulating economic growth for local communities. Major activities include contracting with the private sector in response to the President's initiative to provide stimulus to local economies and employment opportunities.
Range Improvements	
Range Improvements	Restoring ecosystems or improving the productivity of public rangeland ecosystems to benefit livestock, fish, and wildlife habitat and watershed protection. Major activities include managing the administration of the range improvements on public lands, including project planning, engineering and design, and project monitoring; planning, constructing, and developing projects to prevent resource damage or relieve conflicts in resource use; and initiating prescribed burns and wildlife/livestock water developments.
Service Charges, Deposits, and Forfeitures	
Rights of Way Process	Processing applications for rights-of-way. Major activities include processing applications, granting compliance, and monitoring.
Adopt-a-Horse Program	Conducting the adoptions for wild horses and burros on public lands. Major activities include feeding, caring for, and transporting wild horses or burros from public lands; collecting data through inventory studies, research, monitoring, and animal census; and planning, developing, and maintaining land use plans and herd management plans.
Repair of Damaged Lands	Collecting for land damage by users who have not fulfilled the requirements of contracts or bonds.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Cost Recoverable Realty Cases	Performing realty work on a cost-recoverable basis. Major activities include conducting exploratory programs to determine the type and amount of mineral deposits, establishing fair market values of the mineral interests to be conveyed, and preparing conveyance documents.
Timber Contract Expenses	Performing certain rehabilitation work on forest land after the completion of timber sales. This work is funded by cash deposits made by the timber purchaser. Major activities include performing slash disposal, reforesting harvested lands, and preparing the lands before reforestation.
Copy Fees	Providing copies of official public land records. Major activities include researching the documents and printing them.
Miscellaneous Permanent Payment Appropriations/Payment in Lieu of Taxes	
Payments in Lieu of Taxes	Compensating local units of government for the presence of federal lands within their boundaries. Major activities include calculating the amounts due to the counties, transmitting the moneys to the counties, communicating with the counties, and maintaining a system of records to account for the disbursements made to the counties.
Permanent Operating Funds	
Quarters Maintenance	Maintaining and repairing employee-occupied quarters. Major activities include planning maintenance activities, preparing contracts, performing condition surveys or inspections, and scheduling corrective maintenance.
Recreation Fee Collections	Collecting and retaining recreation receipts to offset fee collection costs. Major activities include collecting recreation fees at designated sites, collecting fees for special recreation permits and federal recreation passports, and purchasing and maintaining fee collection equipment.
Recreational Fee Demonstration Sites, BLM	Developing pilot recreation fee demonstration projects. Major activities include working with local communities and recreation users to determine the kinds of services desired and the corresponding fees to be charged and cleaning, maintaining, and improving the designated recreation site.
Forest Ecosystem Health and Recovery Fund	Providing BLM field offices with funding for planning, preparing, administering, and reforesting salvage timber sales. Major activities include selling salvage timber, performing subsequent site preparation and reforestation, and maintaining the sales areas.
Road Maintenance Deposits	Collecting money for road maintenance from commercial users of public lands and the public domain lands transportation system. Major activities include planning for the reconstruction, repair, survey and design, and architectural and engineering and/or contract preparation for road maintenance; completing normally scheduled maintenance on all roads; and completing maintenance resulting from some abnormal situation that requires immediate corrective action.

(continued)

**Appendix III
Bureau of Land Management's Activities**

Budget activity	Activities include
Pipeline Restoration Funds	Providing for the deposit and use of fees collected by BLM for the sales of green timber pursuant to legislative timber salvage provisions. Major activities include preparing timber sales on BLM lands and eliminating the backlog of recreation projects on BLM lands.
Miscellaneous Trust Funds	
Miscellaneous Trust Funds	Providing for the resource development, protection, and management improvement of the public lands. Permanent appropriations for rangeland improvement efforts, surveying property boundaries, and surveying and deeding recordation of town lots in Alaska.
Helium Fund and Operations	
Helium Fund and Operations	Providing refined helium to meet current demands and providing crude helium for future requirements. Major activities include storing and transmitting helium in the helium storage system, administering the sale of crude helium, and overseeing and collecting payment for the helium produced from federal lands.
Other Categories of Obligations	
Working Capital Fund	Operating and maintaining the motorized fleet, integrated appropriation/cost accounting system, BLM signs, and departmental forms.
Reimbursables	Funding of BLM activities by another entity. Major activities include completing cadastral survey projects, processing mineral patent applications, recording new mining claims, processing location notices, processing appeals notices, and fighting fires.
Miscellaneous Transfer Accounts	Using money transferred to BLM from other government agencies. Major activities include performing damage assessments, restoring resources on public lands, developing guidance for damage assessment, developing and reviewing restoration plans, and acquiring land; performing emergency road and bridge repairs, performing condition surveys, supporting administrative costs; detecting and controlling forest pests; and collecting, updating, and providing geographic coordinates.

Bureau of Land Management's Obligations by Budget Activity for Major Organizational Units, Fiscal Year 1998

Dollars in thousands

Budget activity	BLM total		Washington Office		Operating Centers	
	Obligations	FTEs ^a	Obligations ^b	FTEs ^c	Obligations	FTEs
Land Resources	\$133,299.6	1,879.9	\$26,111.2	340.9	\$4,731.8	42.5
Wildlife and Fisheries	29,726.3	379.0	5,364.8	69.9	1,086.8	11.3
Threatened and Endangered Species	17,936.5	234.4	2,340.4	37.2	753.7	5.3
Recreation Management	49,757.7	789.6	6,878.0	135.9	1,027.5	8.0
Energy and Minerals	74,530.8	1,155.2	14,480.5	202.1	2,270.2	28.4
Realty and Ownership Management	70,629.1	1,023.7	11,985.2	178.1	2,468.8	33.6
Communication Sites	3,110.3	45.4	358.2	7.6	73.2	0.4
Resource Protection and Maintenance	70,425.5	848.9	11,605.0	162.6	6,745.3	67.7
Emergency Operations	39.8	0.4	5.9	0.1	0	0
Workforce and Organizational Support	119,137.4	843.3	49,507.4	301.0	15,876.1	166.8
Mining Law Administration	37,012.2	488.5	6,117.0	73.1	1,947.9	9.9
Automated Land and Minerals Records System	39,485.9	101.6	1,487.8	16.4	37,578.0	77.0
Wildland Fire Preparedness	92,179.1	1,456.3	9,937.6	212.0	26,398.6	207.7
Wildland Fire Operations	75,644.9	1,095.3	1,055.9	28.7	10,857.6	85.7
Central Hazardous Materials Fund	762.7	0	(52.5)	0	0	0
Construction	6,844.7	17.0	111.5	2.6	0	0
Land Acquisition and Acquisition Management	15,514.4	46.6	508.6	8.1	40.5	0
Western Oregon Construction and Acquisition	11,318.0	50.0	327.5	7.8	0	0
Western Oregon Facilities Maintenance	14,598.5	134.1	756.0	17.7	0	0
Western Oregon Resources Management	85,908.7	1,183.3	9,297.1	159.1	981.5	11.0
Western Oregon Information and Resource Data System	2,255.4	14.8	146.6	2.4	129.5	2.2
Jobs in the Woods	10,184.7	33.9	194.8	4.6	0	0
Range Improvements	9,899.8	90.1	1,088.5	14.6	0	0
Rights of Way Process	6,355.5	70.2	46.4	0	0	0

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

Alaska State Office		Arizona State Office		California State Office		Colorado State Office	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
\$2,047.4	18.9	\$6,995.8	104.2	\$8,030.7	123.8	\$10,277.1	149.6
3,049.1	27.4	1,835.0	19.5	1,908.9	33.4	1,604.3	25.1
202.6	2.1	1,603.5	25.0	2,301.6	31.1	644.1	9.5
1,920.9	21.1	5,716.0	86.6	9,826.6	151.5	2,729.1	45.1
4,919.0	36.5	540.9	8.3	3,246.4	56.2	6,060.4	94.6
26,566.0	310.5	2,137.0	32.2	4,134.6	66.3	3,253.4	59.2
1.6	0	322.6	6.1	724.1	10.2	121.4	2.0
4,212.0	33.0	4,809.1	62.1	6,815.7	88.1	3,649.3	45.8
0	0	0	0	0	0	0	0
5,873.2	34.1	4,418.3	24.9	6,415.1	37.3	3,562.9	28.3
2,278.7	23.3	2,876.8	48.2	3,614.3	52.7	1,946.6	25.8
0	0	1.0	0	0.1	0	0.4	0
13,422.6	216.5	2,122.8	41.8	6,669.6	148.3	2,237.4	46.7
16,769.1	206.6	2,693.6	45.0	5,579.6	112.2	2,226.4	39.1
0	0	0	0	704.8	0	0	0
432.2	0.9	272.4	0.8	1,412.9	4.5	546.7	0.8
1.1	0	257.3	3.2	6,138.6	9.3	1,426.2	4.9
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0.1	0
0	0	0	0	0	0	0	0
0	0	0	0	1,853.3	1.3	0	0
0	0	311.4	4.3	248.7	2.3	393.6	3.4
3,432.6	36.3	15.2	0.3	1,473.9	12.9	383.8	3.6

(continued)

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

Dollars in thousands

Budget activity	BLM total		Washington Office		Operating Centers	
	Obligations	FTEs ^a	Obligations ^b	FTEs ^c	Obligations	FTEs
Adopt-a-Horse Program	1,495.3	0.5	279.5	0	6.7	0
Repair of Damaged Lands	1,296.8	8.7	0	0	0	0
Cost Recoverable Realty Cases	468.9	6.7	0	0	0	0
Timber Contract Expenses	249.8	2.3	0	0	0	0
Copy Fees	2,060.7	16.9	0	0	727.5	0.6
Payments in Lieu of Taxes	120,000.0	1.3	119,960.0	1.2	40.0	0
Quarters Maintenance	374.7	1.9	1.3	0	0	0
Recreation Fee Collections	336.2	7.7	27.7	1.2	0	0
Recreation Fee Demonstration Sites, BLM	1,543.0	16.0	(0.7)	0	0	0
Forest Ecosystem Health and Recovery Fund	7,578.6	129.8	716.7	19.5	0	0
Road Maintenance Deposits	1,452.9	15.4	0	0	0	0
Pipeline Restoration Funds	4,474.1	37.9	89.9	2.3	0	0
Miscellaneous Trust Funds	10,009.3	86.6	0	0	195.2	0
Helium Fund and Operations	12,158.1	141.6	1.5	0	12,149.9	141.5
Working Capital Fund	19,598.4	20.9	1,706.7	0	2,037.5	11.3
Reimbursables	16,560.3	139.0	336.6	0	5,665.8	28.5
Miscellaneous Transfer Accounts	5,625.6	61.1	3.3	0	112.8	1.6
Total	\$1,181,840.2	12,675.8	\$282,782.2	2,006.5	\$133,902.2	941.0

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

Alaska State Office		Arizona State Office		California State Office		Colorado State Office	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
0	0	21.4	0	114.7	0	30.5	0
0	0	166.9	1.6	149.6	0.3	50.9	0.1
1.1	0	232.8	3.2	88.7	1.7	57.9	0.4
0	0	7.9	0.2	0	0	0	0
71.9	2.1	70.5	1.9	65.9	0	179.4	4.5
0	0	0	0	0	0	0	0
126.2	0.7	7.5	0	43.7	0.3	0	0
6.5	0.1	62.3	2.7	18.4	0.4	15.8	0.1
1.8	0	42.1	0.1	6.7	0	25.0	0
0	0	257.6	5.1	105.8	2.9	29.2	0.3
0	0	4.0	0.1	0.4	0	3.9	0
0	0	0	0	0	0	0	0
71.5	0.3	929.0	5.6	4,937.1	53.9	611.9	3.0
0	0	0	0	0	0	0	0
150.0	0.1	1,102.0	0	2,127.8	1.2	856.2	0
1,362.7	6.2	801.3	11.1	895.9	11.4	606.7	4.5
229.7	0	191.0	3.4	774.2	16.9	129.8	3.4
\$87,149.5	976.7	\$40,824.6	547.5	\$80,428.5	1,030.4	\$43,662.3	599.4

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

Budget activity	Eastern States		Idaho State Office		Montana State Office	
	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
Land Resources	\$2,528.2	30.3	\$10,261.5	173.7	\$9,799.5	135.3
Wildlife and Fisheries	251.3	3.3	2,907.5	43.4	1,632.4	24.6
Threatened and Endangered Species	47.6	0.5	2,551.7	35.7	602.2	7.4
Recreation Management	142.5	1.1	2,239.2	36.3	2,070.1	36.0
Energy and Minerals	3,864.4	64.8	471.5	7.6	5,014.7	97.5
Realty and Ownership Management	3,506.2	60.3	2,207.7	41.3	2,724.0	46.1
Communication Sites	0	0	325.0	2.8	15.6	0.3
Resource Protection and Maintenance	783.9	11.2	5,402.8	71.0	3,119.9	46.4
Emergency Operations	0	0	4.8	0.1	0	0
Workforce and Organizational Support	3,179.4	32.4	3,692.1	45.4	3,005.7	17.9
Mining Law Administration	742.0	2.1	1,520.1	17.3	1,775.0	33.9
Automated Land and Minerals Records System	0.3	0	0	0	0	0
Wildland Fire Preparedness	419.4	12.9	5,083.3	130.4	5,191.8	62.4
Wildland Fire Operations	252.1	14.8	6,887.4	134.6	2,558.0	40.5
Central Hazardous Materials Fund	0	0	27.0	0	0	0
Construction	0	0	2,502.4	4.8	280.6	0
Land Acquisition and Acquisition Management	0	0	276.0	3.2	211.4	1.7
Western Oregon Construction and Acquisition	0	0	0	0	0	0
Western Oregon Facilities Maintenance	0	0	0	0	0	0
Western Oregon Resources Management	0	0	0	0	0	0
Western Oregon Information and Resource Data System	0	0	0	0	0	0
Jobs in the Woods	0	0	0	0	0	0
Range Improvements	0	0	1,327.6	9.7	1,850.2	18.8
Rights of Way Process	0	0	20.3	0.4	5.7	0
Adopt-a-Horse Program	503.5	0	0	0	0	0
Repair of Damaged Lands	0	0	24.2	0	8.4	0

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

New Mexico State Office		Nevada State Office		Oregon State Office		Utah State Office		Wyoming State Office	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
\$9,260.1	132.1	\$11,610.2	173.5	\$11,862.9	167.0	\$10,494.8	132.9	\$9,288.4	155.2
1,823.4	28.6	1,075.8	16.3	3,168.4	28.2	2,220.5	21.9	1,798.1	26.2
761.3	5.9	1,171.6	13.4	2,293.3	28.4	2,161.9	25.7	501.1	7.3
3,446.4	54.2	2,415.8	38.7	3,964.1	62.8	5,399.4	82.9	1,982.3	29.5
13,215.6	206.1	1,274.2	22.3	727.6	11.4	4,913.4	79.4	13,532.1	240.0
2,654.6	50.1	2,412.0	39.9	2,026.5	33.6	2,384.9	38.6	2,168.2	34.1
2,500.0	1.4	523.4	9.9	116.7	1.7	107.5	1.2	171.0	1.9
3,104.3	30.2	4,476.2	52.6	6,829.5	72.5	5,005.2	59.9	3,867.2	45.7
0	0	2.2	0	15.0	0	11.8	0.2	0	0
4,587.9	36.0	4,077.9	23.5	6,892.7	30.4	3,918.3	31.3	4,130.8	34.1
1,757.1	15.1	6,092.1	98.5	2,462.8	34.5	2,287.5	33.4	1,594.3	21.0
385.6	7.0	(0.2)	0	0.3	0	0.4	0	32.0	1.1
1,638.6	34.4	6,406.8	128.4	7,482.5	125.4	3,661.5	57.4	1,506.8	32.0
1,355.1	22.7	9,075.1	117.4	10,742.7	171.6	4,475.6	55.8	1,116.9	20.7
79.7	0	0	0	3.6	0	0	0	0	0
115.7	0.4	128.4	0.1	615.0	1.6	183.6	0.5	243.3	0
702.3	2.3	186.0	2.3	841.2	8.2	4,705.7	2.4	219.6	0.9
0	0	0	0	10,990.5	42.2	0	0	0	0
0	0	0	0	13,842.5	116.4	0	0	0	0
0.2	0	2.5	0	75,625.3	1,013.1	0	0	0	0
0	0	0	0	1,979.2	10.3	0	0	0	0
0	0	0	0	8,136.6	28.1	0	0	0	0
1,162.6	4.4	949.5	11.5	811.0	5.2	670.5	7.0	1,086.2	9.1
276.2	5.2	69.8	1.2	139.1	1.4	189.6	3.1	302.9	5.9
45.9	0	1.3	0	424.8	0.1	32.7	0	34.4	0.4
121.8	1.6	465.4	2.4	240.7	2.5	42.5	0.2	26.5	0

(continued)

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

Budget activity	Eastern States		Idaho State Office		Montana State Office	
	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
Cost Recoverable Realty Cases	1.4	0	6.3	0.1	0.1	0
Timber Contract Expenses	0	0	0	0	0	0
Copy Fees	78.0	0.3	153.0	1.4	84.6	0
Payments in Lieu of Taxes	0	0	0	0	0	0
Quarters Maintenance	0	0	3.8	0	4.0	0
Recreation Fee Collections	0	0	8.4	0.1	0	0
Recreation Fee Demonstration Sites, BLM	0	0	29.6	0.1	0	0
Forest Ecosystem Health and Recovery Fund	0	0	437.8	8.7	176.9	2.3
Road Maintenance Deposits	0	0	24.9	0	9.7	0
Pipeline Restoration Funds	0	0	0	0	0	0
Miscellaneous Trust Funds	94.5	1.5	585.4	4.5	202.3	0.9
Helium Fund and Operations	0	0	0	0	0	0
Working Capital Fund	179.0	0	1,503.5	0	1,274.8	0
Reimbursables	1,092.7	22.4	1,062.3	11.8	441.4	4.7
Miscellaneous Transfer Accounts	221.7	3.6	163.3	3.7	153.9	3.4
Total	\$17,888.1	261.3	\$51,710.3	788.0	\$42,213.0	580.0

**Appendix IV
Bureau of Land Management's Obligations
by Budget Activity for Major Organizational
Units, Fiscal Year 1998**

New Mexico State Office		Nevada State Office		Oregon State Office		Utah State Office		Wyoming State Office	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
0	0	4.3	0.1	0.6	0	75.8	1.2	0	0
0	0	0	0	241.9	2.1	0	0	0	0
135.5	1.1	40.4	0	173.8	0.4	110.0	1.4	170.3	3.2
0	0	0	0	0	0	0	0	0	0
0	0	137.8	0.5	29.8	0.2	20.6	0.2	0	0
6.6	0	1.6	0	66.8	1.2	92.3	1.9	29.6	0
3.8	0.1	822.5	3.3	550.3	11.0	61.9	1.4	0	0
0	0	0	0	5,836.0	90.8	0	0	18.5	0.2
0.4	0	17.4	0.2	1,328.7	14.3	63.2	0.9	0.3	0
0	0	0	0	4,384.2	35.6	0	0	0	0
417.9	0.9	689.2	6.0	666.6	7.6	483.8	1.8	125.1	0.8
6.7	0.1	0	0	0	0	0	0	0	0
1,428.4	0	2,053.7	0	2,563.3	8.4	1,390.4	0	1,225.2	0
977.6	8.1	1,054.2	4.9	1,508.4	19.9	446.8	3.3	307.9	2.1
195.5	3.4	128.6	0.7	3,274.7	20.7	17.8	0.1	29.1	0.3
\$49,916.7	651.1	\$57,365.7	767.6	\$192,859.3	2,208.6	\$55,629.7	646.0	\$45,507.9	671.6

^aFTEs (full-time equivalents) include overtime hours, which will not agree with BLM Budget Justifications, and official FTE usage for BLM. The total regular-hour FTE usage in fiscal year 1998 was 10,001.

^bThis amount includes \$232,223,986 of Bureau-wide costs such as the leave taken by the entire BLM workforce, workmen's compensation, unemployment insurance, and nationwide Payments in Lieu of Taxes.

^cLeave surcharge—that is, nonwork benefits such as vacation time, sick leave, or holidays—is managed centrally. For the purpose of this report, it has been added to the Washington Office total in order to fully account for all funds and FTE usage. Approximately 80 percent of the FTE usage represents leave taken by the entire BLM workforce; the remaining 20 percent represents leave taken by the employees in the Washington Office. If the leave portion for the rest of BLM were taken out of the amount of FTEs, the Washington Office's total would be approximately 401, which includes its portion of the FTE usage including leave.

Source: GAO's analysis of BLM's data.

Forest Service's Activities

Budget line item	Activities include
Forest and Rangeland Research	
Forest and Rangeland Research	Developing and communicating scientific information and technology needed to protect, manage, and use the natural resources of America's forests and rangelands. The resulting studies provide data for focusing on research issues and needs, including the support for ecosystem management. Research activities are divided into four broad areas: Vegetation Management and Protection; Wildlife, Fish, Watershed, and Atmospheric Sciences Research; Resource Valuation and Use; and Forest Resources Inventory and Monitoring. Activities include developing land management (silvicultural) alternatives, management guides, and harvesting systems for major forest types; developing growth and yield prediction systems and models; prescribing ways to reduce the impacts of unwanted forest fires, insects, and diseases; analyzing watershed processes and functions, freshwater aquatic communities and habitat, and the restoration of riparian (adjacent aquatic) communities, conditions, trends and capabilities of forest and rangeland resources; estimating current and anticipated demands for these resources; promoting the conservation and sustainability of forest products through improved processing methods, the design and treatment for durable long-lasting materials, and recycling to reduce demand on natural resources; and providing long-term baseline resource data and a scientific basis to assess the current extent, condition, and outlook for the forest resources.
State and Private Forestry	
Forest Health Management	Coordinating forest health protection, including insect and disease management, across federal, tribal, state, and private lands. Activities include providing professional forest health assistance, including detection surveys and evaluations, for all federal forest lands; preventing and suppressing forest insects and diseases on all federal and tribal lands and coordinating with state agencies when treatment projects include intermingled private lands; providing suppression and post-suppression surveys to assess the effectiveness of the treatments; and developing, improving, and demonstrating new technologies, materials, methods, and strategies to improve the efficiency of forest pest management. In addition to pest management activities, staff also participate in cooperative fire protection. This program provides states and local fire agencies with technical and financial assistance to protect federal, state, and private lands from wildfire. The activities include providing program assistance to improve the efficiencies of states' basic fire protection programs by sharing resources and exchanging technologies and information on historical data for planning and analysis, loaning excess federal personal property to state foresters and rural communities, and providing nationwide fire prevention programs through public service advertisements, educational and other promotional activities.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Cooperative Forestry	Providing nonindustrial private forest landowners with technical and stewardship planning assistance and supplying high-quality, genetically improved tree seed and planting stock for reforestation. Activities include providing assistance in developing long-term forest stewardship plans to guide the management of private forestlands, working with private owners to implement the best forest management practices, and providing state, private, and federal nurseries with information, technology, and training on forest nursery management, tree improvement, tree planting methodology, seedling culture, and equipment development. This category also includes participation in many cooperative and cost-share programs, including the stewardship incentives program, the forest legacy program, the urban and community forestry program, the economic action programs, and the Pacific Northwest Assistance Programs.
Emergency Pest Suppression	Meeting emergency pest suppression needs in excess of appropriated amounts for forest pest management. Major activities include detecting and evaluating insect epidemics on federal lands, providing federal land managers with assistance and status information on integrated pest management, monitoring forest health, consulting with states on forest health protection strategies, and performing pre- and post-suppression surveys to identify treatment areas and assess treatment effectiveness.
National Forest System	
Land Management Planning	Planning the management of all resources on national forest system lands to fulfill the requirements of the National Forest Management Act. The ongoing planning process results in forest plans that provide programmatic guidance for on-the-ground natural resources management. The forest plans integrate various laws and regulations governing the management of the national forests and site-specific project decisions. Major activities include gathering data on all natural resources on a particular parcel of land and determining, through public input and professional management evaluations, the best use of the land and resources on it.
Inventory and Monitoring	Inventorying and assessing the resources on national forest system lands to provide a basis for forest plans. Inventorying activities include collecting data to analyze the status or conditions of forest resources as well as the physical characteristics of the forest. Monitoring activities include preparing annual reports by the individual forests to document the monitoring reports required by forest plans, providing information on the effectiveness of forest management activities, and suggesting cost-effectiveness improvements. Regional offices compile the information from individual forests and annually prepare a report to document how their particular management approach is moving forests and grassland ecosystems toward desired conditions.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Recreation Use	Supporting community and state efforts to diversify their economic base through sustainable tourism activities. Activities include preparing, administering, and managing cultural and recreational activities; constructing and maintaining recreation sites and facilities; planning for and managing proposed and designated Wild and Scenic Rivers in national forests; conducting trail improvement activities including constructing and maintaining trails; conducting visual resource improvement activities and visual resource operations; managing and monitoring wilderness uses and conditions; identifying, evaluating, protecting, and interpreting the heritage resources on national forest lands; and providing interpretive services for the public to better understand conservation issues on public lands.
Wildlife and Fisheries Habitat Management	Providing organizational leadership to coordinate activities for productive and useful wildlife and fisheries habitat in cooperation with state and federal agencies, organizations, and partners. Major activities include protecting, restoring, and improving wildlife and fish habitats; providing opportunities for consumptive and commercial uses, including hunting and trapping; increasing wildlife viewing/appreciation opportunities; preparing for, constructing, maintaining, and managing anadromous (for example, salmon) fish habitat, inland fish habitats, and improvements to threatened, endangered, and sensitive species habitats; and leading conservation, inventorying, and restoration actions to benefit the plant component of biological diversity.
Rangeland Management	Enhancing and restoring rangeland ecosystems, providing for multiple-use values, and achieving forest plan objectives through the administration of permitted livestock grazing. Major activities include the issuance and administration of grazing permits and the application of sound management practices on grazing allotments; monitoring grazing allotments to determine the effectiveness of allotment management plans in achieving objectives for vegetation, water quality, soils, threatened and endangered species habitat, and other resource elements and monitoring permittees' compliance with the terms and conditions of grazing permits; managing rangeland vegetation to achieve conditions prescribed in forest plans and monitoring to ensure that the conditions are maintained; providing for the protection, management, and control of wild horses and burros on forest lands; and managing the infestation of noxious weeds and preventing further infestations.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Forestland Management	Using timber sales as a means of implementing forest plan objectives and maintaining healthy ecosystems. Major activities in timber sale management include (1) performing silvicultural examinations that involve reviewing, analyzing, and treating timber stand conditions to meet land and resource management objectives and desired future conditions; (2) preparing and administering timber sales (which include designing timber sales to implement forest plan objectives, offering the timber for sale, awarding the contract, monitoring the contractor to minimize adverse environmental impacts, and ensuring that harvesting is in accordance with the contract's provisions) and treating the sale area after the contract's completion through brush disposal, reforestation, stand improvement initiatives, and other resource coordination activities identified in the sale area design plan; (3) providing the public with fuelwood and other miscellaneous products; and (4) administering appeals and litigation arising from timber sales. Major activities in forestland vegetation management include the reforestation of harvested lands with appropriated money; timber stand improvement activities to improve the health of the forest and maintain the rapid growth of harvested lands; providing appropriate genetic material to restore, maintain, and enhance the genetic quality of seed and planting stock used on forest lands; and operating nursery operations to produce high-quality seeds and seedlings to meet reforestation needs.
Soil, Water and Air Management	Protecting and enhancing soil quality and productivity, air quality, water quality and quantity, and the timing of waterflows. Major activities include providing soil, water, and air quality and weather information to sustain healthy ecosystems; monitoring existing soil and water improvements to ensure their continued effectiveness and plan for future improvements; identifying and quantifying water requirements and filing for water rights; installing, constructing, and maintaining structural and nonstructural watershed improvements; protecting sensitive areas from the effects of air pollution and providing mitigation measures for management activities; developing interagency training and application tools for weather and climate applications courses; and collecting data from automated weather stations. The watershed improvement program involves implementing treatments to bring watersheds back to a fully productive level and maintaining treatments in previous years to ensure their continued productivity.
Minerals and Geology Management	Facilitating energy and mineral development on forest lands; protecting ecosystems by requiring appropriate design, mitigation, and reclamation measures; reclaiming abandoned mines; and monitoring and inspecting operations to ensure compliance. Major activities include exploring, developing, and producing energy and minerals within forest lands to contribute to economic growth; creating jobs in rural communities; and raising revenues for the U.S. Treasury and states; providing information for land management decisions, inventorying and assessing geologic conditions, and identifying and managing significant geologic resources.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Land Ownership Management	Authorizing forest land uses that benefit the general public and administering these uses for the protection of the public and natural resource values. Major activities include administering special use applications, amendments, transfers, inspections, terminations, suspensions, and fee reviews; preparing for, surveying, maintaining, and managing landlines, rights-of-way, and land acquisitions; locating, surveying, and posting property boundaries; performing rights-of-way acquisition activities; purchasing, donating, exchanging, transferring, selling, granting, and selecting land; and providing forest managers and others with maps, geospatial data, and technical services.
Infrastructure Management	Operating and maintaining the forest road system to provide needed access for resource program activities and forest users. Major activities include collecting and analyzing data on road use and the physical condition of the road system; determining road jurisdiction and resolving jurisdictional problems; managing rights-of-way and administering all construction, maintenance, and use agreements; administering agreements with counties, states, and cities to jointly develop and maintain roads for mutual benefit; obliterating roads no longer needed; inspecting roads and bridges to determine maintenance needed; and performing road maintenance work. In addition to road system activities, this account also includes the maintenance and improvements to facilities used for fire and administrative purposes.
Law Enforcement Operations	Working with state and local governments to enforce state and local laws, rules, and regulations within the national forest system. Major activities include investigating criminal activities occurring on forest lands—such as timber theft, archaeological violations, wildfire arson, and other resource violations—and eliminating the illicit cultivation, manufacture, or distribution of controlled substances on forest lands.
General Administration	Providing general management, strategic direction, and administrative support to accomplish the organizational mission efficiently and upholding the laws governing administrative activities. This budget item includes those costs not readily identified with a single project and involves line management, program support, and common services. The costs include, among other things, salary, travel, vehicle use, training, secretarial support, rent, supplies, communications, computer and other office equipment, mail and postage, and National Finance Center costs. Administrative functions funded by this budget item include legislative affairs, program development and budget, personnel management, civil rights, policy and management analysis, fiscal and accounting services, information systems and technology, and office management.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Wildland Fire Management	
Fire Presuppression and Fuels	Planning and preparing for the protection of life, property, and natural resources on the 191 million acres of national forest system lands and an additional 20 million acres of adjacent state and private lands. Preparedness activities occur before the onset of a fire, and major activities include planning for the upcoming fire year and providing prevention and detection information and education; providing training, equipment, and supplies in readiness for future fires; assisting states and other federal agencies by providing training, planning assistance, sharing equipment, and providing interagency coordination fire centers; and determining, through various modeling techniques, the resource needs for the upcoming fire season.
Fire Suppression and Rehabilitation	Protecting life, property, and natural resources on national forest system lands and adjacent state and private lands through suppression operations and the emergency rehabilitation of burned areas. Major activities include suppressing wildfires on forest lands or those threatening the lands under fire protection agreements and providing funds for the emergency rehabilitation of severely burned forest lands to stabilize soil, control water runoff, minimize sediment and debris movement, and minimize threats to human life and property. Fire operations include hazardous fuel reduction activities, including planning and implementing mechanical treatments and prescribed fires, and monitoring fuel-treatment accomplishments.
Reconstruction and Construction	
Facility Construction	Constructing, reconstructing, and acquiring buildings and other facilities. Major activities include planning for and rehabilitating, renovating, replacing, improving, reconstructing, or constructing laboratories and other research, fire, administrative, or nursery facilities; and repairing and rehabilitating existing recreation facility infrastructure to eliminate health and safety problems.
Road Construction	Providing safe, efficient, and environmentally sound access for the multiple uses of forest lands, including recreation, commercial resource protection, and administrative activities. Major activities include administering, surveying, designing, reconstructing, and constructing roads and bridges; purchasing rights-of-way; and obliterating unneeded roads.
Trail Construction	Reconstructing and repairing trails, bridges, and other components of the existing trail system to better serve the growing demand for hiking, backpacking, horseback riding, and biking. Major activities include upgrading trails, replacing nonfunctional drainage structures, and removing facilities that no longer provide quality customer service.

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**Appendix V
Forest Service's Activities**

Budget line item	Activities include
Land Acquisition	
Land Acquisition	Acquiring lands, waters, and related interests within the national forest system for public outdoor recreation, the conservation of habitat, the protection of cultural resources, and the protection of ecological areas, and acquiring lands to replace lands acquired by state, county, or municipal governments or public school authorities in land exchanges. Major activities include administering the land acquisition program; planning, coordinating, and preparing for land ownership adjustments; and executing land withdrawals, revocations, and inspections of partial interests, land title claims, and encroachments.
Other Appropriations	
Range Betterment Fund	Arresting range deterioration and improving range forage conditions with benefits to livestock production, watershed protection, and wildlife. The program is financed from grazing fee receipts in 16 western states. Major activities include conducting rangeland vegetation management operations and improvement activities and noxious weed management and treatment costs; preparing for and conducting rangeland inventory and monitoring for compliance with forest land and resource management plans; and preparing, constructing, maintaining, and managing structural and nonstructural rangeland vegetation improvements.
Gifts, Donations, Bequests—Research	Funding of forest and rangeland research activities. Major activities include accepting, holding, and administering gifts, donations, and bequests of money, real property, or personal property to establish or operate a research facility or perform authorized research activities.
Permanent Appropriations	
Licensee Programs	Preventing forest fires and promoting environmental quality. Major activities include furthering a nationwide forest fire prevention campaign and promoting the wise use of the environment and programs that foster the maintenance and improvement of environmental quality.
Brush Disposal	Disposing of brush and other debris resulting from cutting operations on timber sale areas to protect and maintain forest resources. Major activities include crushing, chipping, and/or the burning of brush.
Restoration of Forest Lands and Improvements	Completing all necessary work to return national forest lands to optimum production in a timely manner because purchasers failed to complete tasks called for in their contracts. Major activities involve reforesting lands, repairing roads, and repairing watersheds.
Recreation Fee for Collection Support	Withholding up to 15 percent of all Land and Water Conservation recreation fees collected to recover the costs associated with collecting recreation, admission, and user fees. Major activities include collecting fees from recreation activities.
Recreation Fee Demonstration	Testing the collection, retention, and investment of new recreation admission and user fees. Major activities include restoring and upgrading recreation facilities.

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Appendix V
Forest Service's Activities

Budget line item	Activities include
Timber Roads Purchaser Election	Allowing timber purchasers qualifying as "small business concerns" to elect to have the permanent roads engineered and built by the Forest Service. The activities involved would be similar to those undertaken for the roads construction discussed above in addition to actually building or contracting the building of the roads.
Ten Percent Road and Trail Fund	Correcting road and trail problems that adversely affect forest, rangeland, and aquatic ecosystems on forest lands. Beginning in fiscal year 1998, these funds (10 percent of receipts in the Forest Service's National Forest Fund) were used in addition to regular appropriations for road and trail maintenance and reconstruction. Major activities would be similar to the road and trail construction discussed above.
Timber Salvage Sale Fund	Providing the timely harvest of trees that are dead, insect or disease infested, windthrown, or imminently susceptible to insect attack. Receipts from the sales of salvage timber may be placed in the Salvage Sale Fund to be used to prepare and administer future salvage sales. The major activities involved generally would be similar to those used in the regular forestland management program discussed above.
Quarters Maintenance	Operating and maintaining employee quarters. Funds are used in addition to the maintenance of facilities funds discussed above. The activities would be similar to maintain, operate, and manage water, wastewater disposal systems, and similar services normally provided by a landlord.
Trust Funds	
Knutson-Vandenberg Fund	Reforestation harvested lands, improving timber growth and product quality, and protecting and improving other resources. Funds from timber sales may be deposited in the Knutson-Vandenberg Fund and used to accomplish these activities on the sale areas. Major activities include growing trees for planting, planting trees, sowing seeds, removing weeds and other competing vegetation, and preventing animal damage; thinning trees to enhance growth; performing prescribed burns to enhance wildlife habitat and rangeland ecosystems; planting riparian vegetation; removing barriers to fish passage and stabilizing stream banks; constructing birds' nest boxes or tree cavities and water catchments; and installing gates, signs, and traffic control barriers.
Cooperative Work, Other	Protecting and improving the resources of the national forest system. Deposits from cooperators are used for the construction, reconstruction, and maintenance of roads, trails, and other improvements and for scaling services, fire protection, and other resource purposes. Activities involved would be similar to the roads and trails and fire programs discussed above.

(continued)

Appendix V
Forest Service's Activities

Budget line item	Activities include
Reforestation Trust Fund	Preventing the backlog of reforestation and timber stand improvement work, enhancing forest health, and reducing hazardous fuel loads of forest stands. Funds generated by tariffs on imported solid wood products are used in conjunction with Knutson-Vandenberg funds and annual appropriations to reforest harvested lands and for other reforestation-related projects. Major activities would be similar to those listed for the Cooperative Work—Knutson-Vandenberg Fund and for the forestland vegetation discussed above.
Other Categories of Obligations	
Natural Disaster Funding	Carrying out natural resource restoration and maintenance work in response to flood, landslide, and related damages cause by the severe weather events during the winter of 1995-96. Major activities include watershed restoration, reforestation, insect and disease control, road and trail maintenance and reconstruction, and facility reconstruction as a result of a natural disaster. This category of obligations involves various supplemental appropriations of an emergency nature.
Human Resources Programs	Administering and hosting programs in work, training, and education for the unemployed, underemployed, elderly, young, and others with special needs. The Forest Service participates in these human resource programs frequently in conjunction with the Department of Labor and other organizations. The major human resource programs include the Job Corps; the Senior Community Service Employment Program; the Youth Conservation Corps; Volunteers in the National Forests; Keep America Beautiful, Inc.; and Youth Forest Camps.
Reimbursable Activities	This category includes one-time work performed for others. This category includes reimbursements to four major Forest Service appropriations for services performed for other units within the Forest Service or other federal agencies. The four appropriations are construction, research, national forest system activities, and fire.
Transfer Funds	Performing work for or managing programs of another federal agency. Examples include the management of Job Corps Centers for the Department of Labor or performing major emergency road or facility repairs for the Federal Highway Administration because of floods or hurricanes.
Holding and Clearing	This category is a financial account and not a program or activity. It relates to funds that are held because the specific fund to which they apply is not known; moneys for which the government is acting solely as a banker, fiscal agent, or custodian are returned to the depositor; moneys are in dispute because ownership is in doubt; and unidentified remittances that presumably are not for credit are placed in budget accounts. This category also includes incorrect or erroneous accounting for salary costs that are included as a payroll force release until the correct account can be identified and the charges are cleared from the holding and clearing account.

Forest Service's Obligations by Budget Line Item for Major Organizational Units, Fiscal Year 1998

Dollars in thousands

Budget line item	Forest Service total		Washington Office activities		Northern Region	
	Obligations	FTEs ^a	Obligations	FTEs	Obligations	FTEs
Forest and Rangeland Research	\$182,251.2	2,352.8	\$11,973.1	73.6	\$52.0	0.1
Forest Health Management	72,781.6	353.7	6,199.9	41.6	3,878.9	40.6
Cooperative Forestry	90,094.6	303.5	11,613.9	34.1	2,041.0	5.2
Emergency Pest Suppression	521.5	5.4	0	0	67.6	1.2
Land Management Planning	32,980.9	451.0	1,955.0	16.9	2,599.1	35.0
Inventory and Monitoring	76,717.7	1,036.4	9,038.4	39.5	8,190.1	128.6
Recreation Use	194,671.9	3,056.2	14,704.5	81.9	16,471.3	267.7
Wildlife and Fisheries Habitat Management	80,557.1	1,205.1	7,964.8	36.2	8,072.2	119.3
Rangeland Management	61,738.3	654.3	4,107.7	23.5	5,873.2	93.6
Forestland Management	231,772.9	4,027.1	15,549.0	79.7	20,005.5	310.0
Soil, Water, and Air Management	43,195.7	563.8	3,824.2	21.6	6,352.3	61.0
Minerals and Geology Management	33,002.3	467.1	3,327.4	23.9	5,483.4	78.6
Land Ownership Management	54,198.9	763.6	8,992.1	67.3	6,223.7	94.4
Infrastructure Management	93,914.9	1,166.7	4,886.7	27.0	10,806.6	132.5
Law Enforcement Operations	15,656.8	74.0	1,287.4	2.9	1,190.0	3.6
General Administration	239,448.5	2,805.5	35,147.7	192.0	22,600.6	304.0
Fire Presuppression and Fuels	290,010.5	4,602.7	24,659.8	158.3	32,627.3	541.7
Fire Suppression and Rehabilitation	241,517.9	3,763.0	49,018.2	12.7	38,953.6	610.9
Facility Construction	39,414.4	172.7	949.5	2.9	1,670.5	8.4
Road Construction	70,466.8	871.7	5,536.5	27.8	6,923.4	77.4
Trail Construction	21,543.4	278.1	1,103.5	2.9	3,530.0	36.6
Land Acquisition	96,750.1	104.4	65,473.9	3.9	1,423.4	8.8
Range Betterment Fund	7,339.3	35.3	0	0	350.7	3.3
Gifts/Donations Forest Service	1,206.3	4.6	8.1	0	29.3	0.3
Recreation Fees for Collection Support	598.2	11.1	0	0	44.4	0.4
Timber Roads Purchaser Election	1,279.3	4.0	19.2	0.3	40.7	0.1

**Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998**

Rocky Mountain Region		Southwest Region		Intermountain Region		Pacific Southwest Region	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
\$ 0	0	\$19.8	0.4	\$148.9	0.2	\$8.1	0
4,015.5	30.7	2,292.9	17.4	2,427.2	24.0	5,139.4	40.1
3,295.1	4.2	2,375.1	4.3	2,170.8	5.9	6,226.8	13.4
14.7	0.5	40.5	0.9	52.0	0.5	1.7	0
4,888.0	74.4	3,060.6	43.5	6,196.8	72.3	2,672.8	20.1
6,943.0	101.7	7,074.2	104.6	8,709.6	100.7	12,645.2	118.4
20,430.0	327.9	19,167.2	278.7	25,352.7	371.9	34,735.3	474.7
5,898.6	75.2	6,996.0	92.1	9,533.1	130.6	12,605.7	153.8
7,411.5	108.8	9,339.4	140.0	8,910.7	131.4	3,455.2	48.1
15,815.7	246.8	10,708.3	166.6	16,429.5	232.5	40,098.5	571.5
4,123.1	47.4	6,408.8	87.9	4,263.6	51.2	6,519.0	75.2
2,803.6	40.0	2,751.7	37.8	6,437.3	82.5	4,424.2	56.8
5,675.9	75.9	4,830.7	68.9	4,601.6	62.9	7,127.4	90.5
9,175.8	108.0	9,742.7	105.9	9,894.8	113.5	19,444.2	193.3
1,018.0	4.0	1,326.8	4.1	1,410.8	4.2	3,841.1	21.5
20,300.3	247.1	21,416.7	263.5	22,888.4	307.3	36,542.3	327.1
12,676.7	182.1	35,688.8	607.6	31,602.5	470.5	101,565.1	1,589.6
12,244.7	209.4	30,786.5	557.6	22,259.9	342.4	5,231.2	953.8
3,434.7	18.4	5,896.5	24.0	4,560.2	28.2	2,562.5	12.4
5,215.2	50.9	7,152.2	61.8	6,202.4	70.2	10,915.0	106.5
3,567.6	27.7	2,366.6	41.5	2,340.1	34.3	3,843.6	40.0
2,391.2	6.8	2,358.0	5.2	1,473.7	5.7	8,030.8	11.2
589.0	6.7	719.2	5.6	913.6	13.1	163.0	2.5
106.0	2.0	19.7	0	46.9	0.4	76.2	0
32.8	0.3	39.6	0.5	82.6	1.3	64.6	0.7
0	0	0	0	104.7	1.3	478.5	0.5

(continued)

**Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998**

Dollars in thousands

Budget line item	Forest Service total		Washington Office activities		Northern Region	
	Obligations	FTEs ^a	Obligations	FTEs	Obligations	FTEs
10 Percent Road and Trail Fund	27,202.9	159.2	0	0	2,777.8	22.4
Timber Salvage Sales Fund	124,814.3	2,340.8	4,286.4	30.5	28,370.7	473.3
Brush Disposal Fund	13,234.6	292.8	590.4	3.2	3,335.6	59.1
Licensee Programs	99.9	0	99.9	0	0	0
Restoration of Forestlands and Improvements	1,283.8	9.6	0	0	88.3	0.7
Quarters Maintenance	17,528.4	66.4	101.0	1.4	537.3	5.8
Recreation Fee Demonstration	12,569.4	287.1	0	0	216.1	4.2
Knutson-Vandenberg Fund	115,490.7	1,799.1	3,797.4	27.0	15,408.0	216.8
Cooperative Work-Other	38,924.5	454.4	398.1	3.3	4,679.7	33.1
Reforestation Trust Fund	18,044.5	187.4	459.2	5.2	3,592.8	33.3
Natural Disaster Funding	67,232.6	591.6	0	0	6,912.6	71.5
Human Resources	119,321.9	3,035.0	2,575.6	24.4	623.9	53.7
Holding and Clearing	51,046.0	(12.7)	27,562.2	0	475.2	0
Reimbursable Activities	72,891.0	1,081.1	4,961.6	38.1	1,808.4	73.8
Transfer Funds	68,993.4	293.4	1,496.1	14.7	5,914.5	18.2
Total	\$3,022,308.9	39,719.0	\$333,668.4	1,118.3	\$280,241.7	4,029.2

**Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998**

Rocky Mountain Region		Southwest Region		Intermountain Region		Pacific Southwest Region	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
3,340.2	40.7	1,177.8	7.2	2,065.9	4.7	7,211.6	13.4
6,393.8	99.7	1,174.2	18.8	12,477.4	203.0	19,797.9	331.3
243.2	4.3	275.6	4.8	708.6	11.9	4,703.1	78.6
0	0	0	0	0	0	0	0
15.7	0.2	4.9	0	37.2	0.2	1,068.2	8.0
422.4	2.9	493.8	5.3	680.7	6.5	1,573.0	13.7
281.4	7.3	3,239.6	60.3	850.9	10.2	2,649.3	43.6
4,929.1	67.5	2,698.1	39.9	5,216.4	65.9	32,186.0	366.9
3,600.6	51.8	2,208.2	17.7	4,098.0	31.5	8,195.8	78.3
946.8	14.6	693.2	10.2	2,445.5	26.2	5,582.7	47.2
568.6	9.1	0	0	3,743.1	41.6	10,914.3	118.7
1,099.5	79.7	1,714.0	132.1	2,042.8	159.5	2,932.4	224.0
380.6	0.2	1,705.3	0	5,073.1	0	809.4	0.4
1,442.8	31.6	6,828.5	58.4	6,523.5	101.7	11,092.4	266.9
1,752.6	7.4	1,453.6	9.0	5,156.3	38.6	16,532.0	76.5
\$177,484.0	2,413.9	\$216,245.3	3,084.1	\$250,133.8	3,360.5	\$453,665.5	6,589.2

Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998

Budget line item	Pacific Northwest Region		Southern Region		Eastern Region	
	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
Forest and Rangeland Research	\$63.8	1.3	\$191.6	3.1	\$ 0	0
Forest Health Management	2,449.3	44.5	18,504.1	86.7	4.3	0.1
Cooperative Forestry	9,019.6	38.2	15,565.2	26.9	8.8	1.0
Emergency Pest Suppression	18.8	0.4	91.8	1.7	0	0
Land Management Planning	2,672.5	58.4	5,421.9	78.5	2,329.3	26.4
Inventory and Monitoring	8,298.0	226.5	6,828.7	80.1	4,819.6	62.7
Recreation Use	15,981.3	503.0	21,585.6	306.9	21,368.8	310.5
Wildlife and Fisheries Habitat Management	7,042.8	237.6	8,951.5	126.2	8,310.0	106.2
Rangeland Management	20,483.2	77.6	1,448.8	20.9	605.8	9.1
Forestland Management	41,598.1	1,194.3	37,279.7	590.7	25,192.4	392.5
Soil, Water, and Air Management	3,247.5	108.0	3,406.6	42.4	3,184.8	36.8
Minerals and Geology Management	1,971.9	59.6	2,731.1	37.9	2,205.8	26.8
Land Ownership Management	3,245.2	99.3	6,007.6	89.4	6,139.2	80.1
Infrastructure Management	9,833.3	285.9	10,911.8	98.7	8,241.6	82.3
Law Enforcement Operations	1,520.3	15.7	2,709.4	10.4	1,248.9	4.0
General Administration	15,908.9	376.7	24,958.0	257.1	17,979.2	217.9
Fire Presuppression and Fuels	21,498.8	710.7	17,847.2	210.5	8,531.3	93.9
Fire Suppression and Rehabilitation	10,084.5	461.3	60,929.5	458.6	9,252.3	112.4
Facility Construction	4,062.5	19.7	6,362.8	27.5	4,979.9	15.2
Road Construction	7,442.5	210.8	9,722.8	103.9	8,469.9	89.2
Trail Construction	1,085.3	37.0	1,839.2	22.9	1,353.4	16.6
Land Acquisition	646.7	17.9	6,875.8	22.3	8,064.3	22.4
Range Betterment Fund	4,603.2	4.1	0.6	0	0	0
Gifts/Donations Forest Service	796.5	1.1	16.3	0	103.9	0.8
Recreation Fees for Collection Support	15.0	0.4	219.6	5.3	58.1	1.2
Timber Roads Purchaser Election	6.0	0.2	416.0	0.3	166.8	0.2

Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998

Alaska Region		Northeastern Area State and Private Forestry		Research Stations		Job Corps Centers	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
\$ 0	0	\$240.9	0	\$169,553.0	2,274.1	\$ 0	0
479.9	11.1	21,056.9	4.6	6,333.3	12.3	0	0
196.8	3.5	35,617.6	152.0	1,963.9	14.8	0	0
8.2	0.2	226.2	0	0	0	0	0
982.1	21.2	0	0	202.8	4.3	0	0
1,119.5	31.7	102.8	0.2	2,948.6	41.7	0	0
4,414.4	129.3	177.7	1.5	283.1	2.2	0	0
3,710.4	109.2	67.0	0	1,405.0	18.7	0	0
7.8	0.2	24.0	0	71.0	1.1	0	0
8,342.1	234.6	189.0	0	565.1	7.9	0	0
931.3	25.7	45.0	0	889.5	6.6	0	0
812.6	22.6	26.0	0	27.3	0.6	0	0
1,213.7	33.9	41.3	0	100.5	1.0	0	0
715.0	18.9	125.9	0.2	136.5	0.5	0	0
75.5	2.9	0	0	28.6	0.7	0	0
4,603.0	113.6	1,186.2	0.2	16,041.5	199.0	(124.3)	0
514.5	15.4	138.4	0	2,506.1	19.7	154.0	2.7
141.1	4.7	1,162.2	0.8	557.9	7.8	896.3	30.6
388.1	8.7	2,335.7	3.1	2,211.5	4.2	0	0
2,851.3	72.8	1.0	0	34.6	0.4	0	0
505.3	18.5	0	0	8.8	0.1	0	0
0	0	0	0	12.3	0.2	0	0
0	0	0	0	0	0	0	0
0	0	0	0	3.4	0	0	0
41.5	1.0	0	0	0	0	0	0
47.4	1.1	0	0	0	0	0	0

(continued)

Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998

Budget line item	Pacific Northwest Region		Southern Region		Eastern Region	
	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
10 Percent Road and Trail Fund	442.7	15.4	5,902.7	30.2	4,233.6	23.7
Timber Salvage Sales Fund	29,509.5	861.2	14,668.0	170.6	7,464.6	129.1
Brush Disposal Fund	3,350.7	130.3	0	0	27.4	0.6
Licensee Programs	0	0	0	0	0	0
Restoration of Improvements	6.0	0.1	3.3	0	48.2	0.4
Quarters Maintenance	13,101.9	23.8	273.4	2.0	151.3	1.5
Recreation Fee Demonstration	2,197.8	96.4	1,526.9	26.2	1,569.0	37.8
Knutson-Vandenberg Fund	20,689.3	655.0	21,367.2	245.8	9,026.4	108.0
Cooperative Work-Other	3,312.7	111.6	4,710.6	46.4	2,151.1	20.2
Reforestation Trust Fund	0	0	3,009.9	34.0	1,188.5	12.7
Natural Disaster Funding	34,677.9	236.8	7,619.7	74.5	2,510.6	31.8
Human Resources	1,721.2	142.6	9,816.4	784.6	5,165.9	381.5
Holding and Clearing	11,664.7	(14.4)	2,489.8	0.1	849.1	0
Reimbursable Activities	15,511.9	154.4	19,088.2	206.5	1,110.1	43.8
Transfer Funds	4,008.1	103.9	2,892.5	12.3	1,702.9	6.5
Total	\$333,789.9	7,307.3	\$364,191.8	4,342.1	\$179,817.1	2,505.9

Appendix VI
Forest Service's Obligations by Budget Line
Item for Major Organizational Units, Fiscal
Year 1998

Alaska Region		Northeastern Area State and Private Forestry		Research Stations		Job Corps Centers	
Obligations	FTEs	Obligations	FTEs	Obligations	FTEs	Obligations	FTEs
50.6	1.5	0	0	0	0	0	0
671.8	23.3	0	0	0	0	0	0
0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0
1.9	0	0	0	10.1	0	0	0
110.2	3.5	0	0	72.8	0	10.6	0
38.4	1.1	0	0	0	0	0	0
172.8	5.8	0	0	0	0.5	0	0
231.0	9.2	726.0	0	4,617.7	51.3	(5.0)	0
125.9	4.0	0	0	0	0	0	0
281.8	7.6	0	0	4.0	0	0	0
0	0	78.4	1.8	1,061.3	78.1	90,490.5	973.0
0	0	1.3	0	(12.9)	1.0	48.2	0
168.6	5.8	1,736.5	5.9	2,618.4	94.2	0.1	0
26,704.3	3.9	1,109.5	0	271.0	2.4	0	0
\$60,658.8	946.5	\$66,415.5	170.3	\$214,526.7	2,845.4	\$91,470.4	1,006.3

^aFTEs (full-time equivalents) include both regular and overtime hours.

Source: GAO's analysis of the Forest Service's data.

Receipts Generated by the Forest Service and Bureau of Land Management, by State, Fiscal Year 1998

States and territories	BLM ^a	Forest Service
Alabama	\$39,239	\$4,531,350
Alaska	558,912	7,280,366
Arizona	3,419,469	8,451,291
Arkansas	0	26,320,639
California	4,132,133	75,893,847
Colorado	1,908,953	20,801,733
Connecticut	0	0
Delaware	0	0
District of Columbia	5,137	0
Florida	0	5,758,178
Georgia	75	1,313,247
Hawaii	0	0
Idaho	3,003,495	49,879,975
Illinois	0	1,576,403
Indiana	0	553,176
Iowa	0	0
Kansas	0	1,893,974
Kentucky	0	1,024,283
Louisiana	0	9,442,203
Maine	0	148,876
Maryland	0	9,740
Massachusetts	0	0
Michigan	100	12,684,542
Minnesota	267	8,588,347
Mississippi	1,968	21,597,862
Missouri	0	4,948,132
Montana	3,426,035	41,466,663
Nebraska	3,832	149,041
Nevada	10,038,699	1,329,201
New Hampshire	0	2,194,099
New Jersey	0	0
New Mexico	4,537,905	3,459,315
New York	0	8,862
North Carolina	0	2,377,208
North Dakota	47,711	12,175,849
Ohio	0	83,334
Oklahoma	(42,732)	6,024,310
Oregon	57,566,096	118,144,478

(continued)

Appendix VII
Receipts Generated by the Forest Service
and Bureau of Land Management, by State,
Fiscal Year 1998

States and territories	BLM^a	Forest Service
Pennsylvania	0	23,221,847
Rhode Island	0	0
South Carolina	0	2,228,911
South Dakota	171,960	14,883,654
Tennessee	0	1,307,423
Texas	986	22,821,294
Utah	3,676,772	6,121,507
Vermont	0	1,742,259
Virginia	80,865	3,069,416
Washington	367,658	24,454,996
West Virginia	0	7,777,234
Wisconsin	14,064	8,663,095
Wyoming	4,837,632	9,866,825
U.S. territories	0	97,635
Total	\$97,797,231	\$576,366,620

^aBLM also has receipts of \$42 million from mining claims, holding fee collections, and receipts from fines, penalties, service charges, and recovery fees that are not associated with a specific state.

Source: BLM and the Forest Service.

Objectives, Scope, and Methodology

The Chairman, House Committee on the Budget, requested that we provide (1) a comprehensive demographic and organizational profile of two of the largest land management agencies—the Bureau of Land Management and the Forest Service—including information about each agency's managed lands; organizational mission, goals, structure, and organizational roles and responsibilities; location, type, and number of offices; activities and obligations; and receipts generated and (2) observations on the major similarities and differences emerging from this preliminary information.

Because of the sheer volume of information presented about each of the agencies, this report provides information on each agency separately and concludes with observations on the major similarities and differences of the agencies, which are based on their demographic and organizational profiles. Chapter 2 discusses the profile of BLM, while chapter 3 provides the profile of the Forest Service. Chapter 4 provides our observations on the major similarities and differences and a discussion of joint BLM/Forest Service initiatives currently under way. The text of the report is supplemented by a series of appendixes that provide detailed information dealing with BLM's and the Forest Service's occupational job series; number, type, and location of offices; description of the activities undertaken under each budget category; obligations and full-time equivalents (FTEs); and receipts generated.

To obtain much of the information presented in this report, we relied on agency publications such as manuals, budget justifications, and annual reports. In some instances, we asked the agency to provide us with sufficient information that would allow us to prepare the various segments of the demographic and organizational profiles. In other instances, we asked the agencies for the raw data and reformatted the data to present the results.

To determine the agencies' acreage and number of states in which federal land is managed—we relied on agency publications. We used BLM's Public Land Statistics, 1998 and the Forest Service's Land Areas of the National Forest System, 1997 (latest year available).

To identify the missions, goals, organizational structure, and roles of the various organizational levels, we relied primarily on published agency documents such as budget justifications, agency manuals, Government and Performance Review Act documents, annual reports, and other agency publications to develop the information we needed. In the case of the roles

of the Forest Service's various organizational levels, no one document provided sufficient detail that would adequately allow us to describe the relevance of the offices and their operations. Therefore, we asked the Forest Service to provide us with a detailed description of these offices and their roles.

To determine the number of employees by occupational category, we requested this information as of the end of fiscal year 1998 from both agencies. We then identified the official Office of Personnel Management job series classifications and compared them with the information provided by the agencies. In some instances, the agencies used titles slightly different from those of the official Office of Personnel Management's titles, and, to the extent practical, we reconciled this information. The information presented on job series requires some clarification. Job series is the position that a person is hired into or promoted into because the applicant meets certain educational or job experience qualifications. Generally, a job series corresponds to a recognized occupation in the federal service for a particular type of work. However, a designated job series may not necessarily reflect the position that the person is actually working in. For example, an employee may be working in Personnel and be classified as a psychologist.

To determine the number and types of field offices for both BLM and the Forest Service, we relied on a number of sources. We used the agencies' records of locations, the agencies' telephone directories, and Internet descriptions to arrive at a base line of each agency's locations. We then attempted to obtain from the agencies and minimal direct verification, the latest address and Zip Code information as well as the type of office included at that address. We used the address information to summarize, by state, the number and types of locations as well as applied mapping techniques on the basis of Zip Code information to develop some of the maps used in this report.

Some limitations must be considered before using this location information. For example, both the Forest Service and BLM are in the process of reorganizing their structure and/or number of field locations. We asked for the number and locations of field locations as of the end of fiscal year 1998, but this has changed during fiscal year 1999. In addition, each agency collocates some of its offices for economic or organizational needs, and, in some cases, this information may not be reflected in the total number of locations that we have listed. For example, the Forest Service has work centers where it may store and/or repair equipment

needed in a district. In some cases, the work center may be on the same grounds as the district office and not have a separate mailing address or it may be located a few miles away but receive its mail at the district office and thus not have a separate mailing address or Zip Code. In these cases, the work center would not be included as a specific location in the total number of locations. In addition, both the Forest Service and BLM operate campgrounds or other recreational facilities as part of its local field operations, and these facilities may not have separate mailing addresses or Zip Codes. Most of the recreation trails and other scenic areas managed by these agencies do not have specific addresses nor are they considered separate organizational components and thus would not be considered in our listing of offices. In sum, both the Forest Service and BLM are responsible for managing hundreds, if not thousands, of locations that would not necessarily be considered an office where staff are employed and hence would not be included in our information.

To determine the agencies' activities, we relied on the agencies' budget submissions and other agency documentation to identify the activities performed under the various budget categories. Although we sought the agencies' concurrence that the activities listed for each budget item were the most important activities, much more information could have been prepared under each activity. For example, the agencies have program-specific manuals that provide significant detail about the tasks and activities needed to perform a certain program; therefore, several hundred more activities probably could be listed for many of the activities included. We provided the most critical of the activities for each of the budget categories identified.

To determine the amount of obligations and FTEs for fiscal year 1998, we asked each agency to provide us with this information for lower organizational levels. We asked that information by each budget line item (Forest Service) or budget activity (BLM) be provided for each component in the organization. In the case of the Forest Service, we requested that the information be provided on a forest-level basis rather than for each of the district offices within each forest. We then reviewed the number of budget categories and arrived at 41 major budget categories for each agency. Both the Forest Service and BLM actually have more than 41 budget categories but owing to the nature of some of the categories, it was more meaningful to combine some of the information. For example, the Forest Service has four accounts dealing with reimbursables that were very similar in the activities undertaken. Likewise, BLM actually has 10 budget activities under the Helium program that are carried out at one location; we combined

these into one budget category because of the limited number of locations where funds were expended. Therefore, for ease of presentation, we included all of the smaller budget categories into larger, more meaningful categorizations. Both BLM and the Forest Service worked with us to combine the smaller budget categories for presentation purposes.

We then grouped the amounts obligated and the FTEs for the individual field units into the larger agency unit. For example, the various Forest Service forests are grouped according to which region they are part of, and BLM's various field units are grouped according to which state office they report to. The body of the report provides a summarization of the information compiled, and the appendixes provide a greater level of detail on the results of our analysis. It should be noted that the FTEs associated with the obligations are basically a staff-year calculation and will not agree with the number of employees in the job series information. In addition, while both the Forest Service and BLM account for personnel by FTE, each agency computes this number slightly differently. For example, the Forest Service tracks all hours worked—regular and overtime—by permanent and temporary employees and divides this amount by 2,080. BLM, on the other hand, considers 174 straight-time hours to constitute a workmonth, and 12 workmonths to equal one FTE. In other words, BLM uses 2,088 straight hours as one FTE.

To determine the amounts of receipts generated, we relied on BLM's publication, Public Land Statistics, Fiscal Year 1998, and the Forest Service's report, ASR-08, Gross Receipts by Class and County Based on NF Acreage, Fiscal Year 1998, and ASR-13-2, Fiscal Year 1999 National Grassland Statement of Receipts, for the receipts generated on BLM lands, national forests, and grasslands. These reports provide the amounts of receipts generated by types as well as the states where the receipts were generated.

We did not independently verify the reliability of the financial data provided nor did we trace the data to the systems from which they came. These systems were, in some cases, subject to audit procedures by the U.S. Department of Agriculture's Office of Inspector General in connection with the Forest Service's financial statement audits. For fiscal years 1992 through 1998, the Office of Inspector General reported that because of errors in field-level data and significant internal control weaknesses in various accounting subsystems, the Forest Service's accounting data were not reliable. We chose to use these data, however, since they were the only data available and were the data that the agency uses to manage its

Appendix VIII
Objectives, Scope, and Methodology

programs. BLM, on the other hand, has received unqualified opinions on its financial statements since 1995, and the data's reliability was not questioned by the Department of the Interior's Office of Inspector General.

We conducted our work from November 1998 through June 1999 in accordance with generally accepted government auditing standards.