

March 1996

# LAND OWNERSHIP

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







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

---

Resources, Community, and  
Economic Development Division

B-270582

March 13, 1996

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

The Honorable Richard Pombo  
House of Representatives

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

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

---

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

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

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

---

## Results in Brief

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

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

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

---

## Background

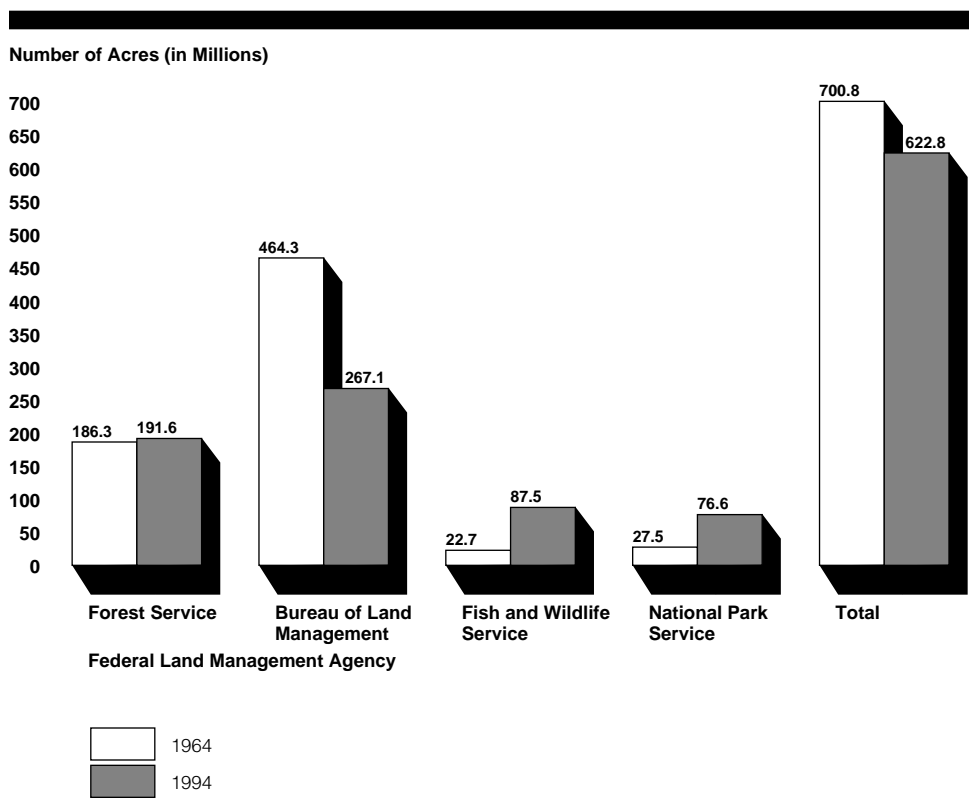
The federal government owns about 30 percent of the nation's total surface area (about 650 million acres). Four major federal land management agencies—the Forest Service, Bureau of Land Management, Fish and Wildlife Service, and National Park Service—are responsible for managing about 95 percent of these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

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

## Federal Acreage and Acreage Managed for Conservation

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

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



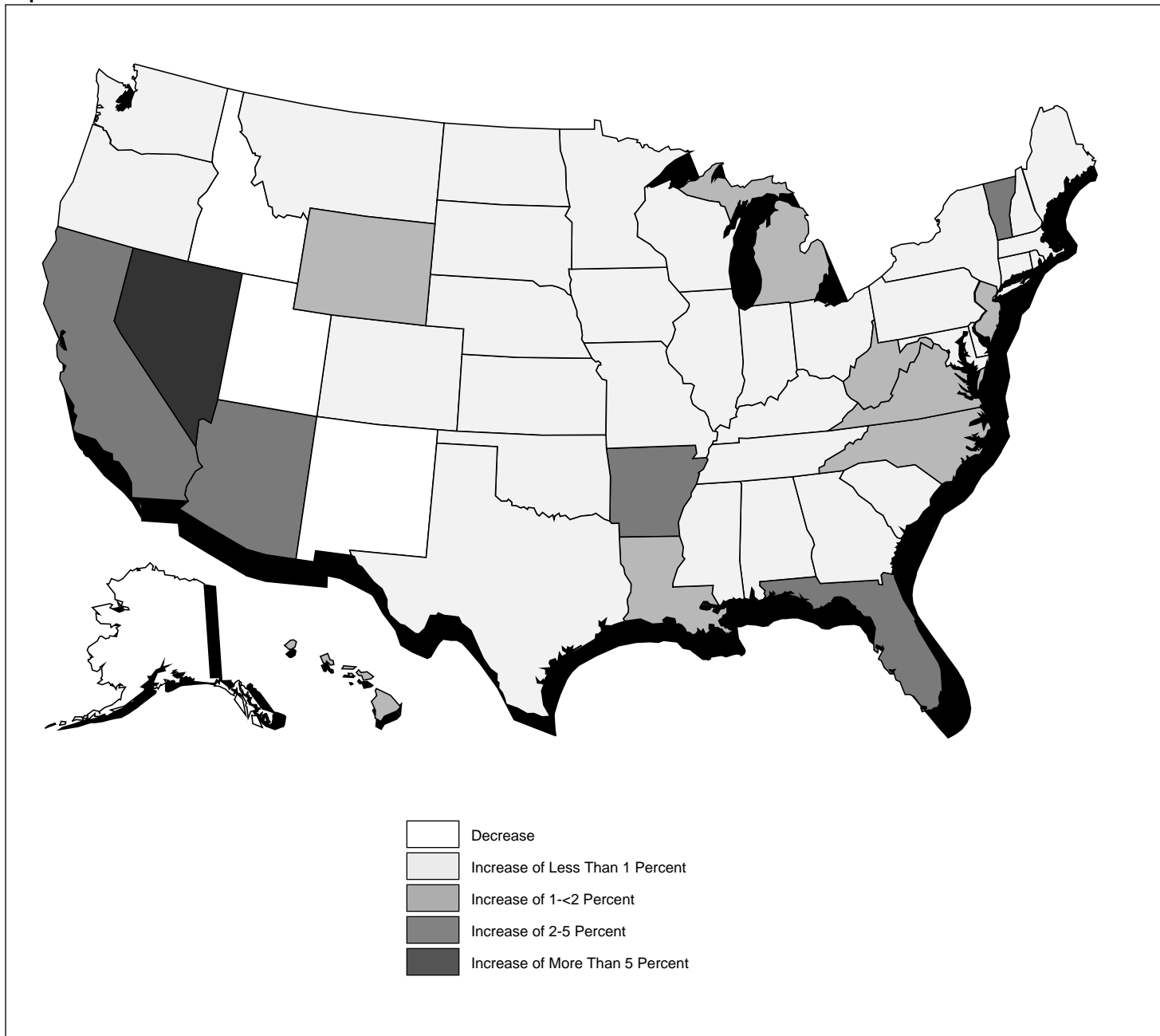
As we reported earlier, the overall decrease in the number of acres managed during this period occurred because a significant number of the acres managed by the Bureau of Land Management were transferred to other federal land management agencies, to Alaska, and to Native Alaskans. The number of acres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

---

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

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

Figure 2: Change in the Percentage of Federal Acres Managed by the Four Federal Agencies Between June 1964 and September 1994



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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

---

## Agencies' Comments and Our Evaluation

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

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

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

---

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

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

---

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

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

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

---

# Contents

---

|   |    |
|---|----|
| Letter  | 1  |
| Appendix I  | 14 |
| Changes in Acreage and Use of Lands Managed by Four Federal Agencies    | 14 |
| Changes in Federal Land Ownership                                       | 14 |
| Percentage of Each State's Acreage Managed by the Four Federal Agencies | 20 |
| Acreage Managed for Conservation  | 24 |
| Lands Acquired by the Four Federal Agencies                             | 27 |
| Federal Acreage Where Hunting and Other Activities Are Not Allowed      | 29 |
| Rights-of-Use on Nonfederal Land  | 32 |
| Nonfederal Acreage Affected by Selected Environmental Regulations       | 37 |
| Appendix II   | 38 |
| Acreage Held in Trust for Individual Indians and Indian Tribes          | 38 |
| Appendix III  | 40 |
| Lands Owned by 13 Western States  | 40 |
| Appendix IV   | 41 |
| Lands Acquired by Three Nonprofit Organizations                         | 41 |
| Appendix V  | 46 |
| Objectives, Scope and Methodology                                       | 46 |

---

**Appendix VI** 48  
**Major Contributors to**  
**This Report**

---

**Tables**

|  |    |
|--|----|
| Table 1: Number and Percentage of Acres Managed for Conservation by the Four Federal Agencies, Fiscal Years 1964 and 1994              | 6  |
| Table 2: Nonfederal Acres for Which the Four Federal Agencies Had Rights-of-Use as of September 30, 1994                               | 7  |
| Table 3: Acreage Involved in the Land Transactions of Three Major Nonprofit Organizations Between July 1, 1964, and September 30, 1994 | 7  |
| Table I.1: Changes in the Federal Acreage Managed by the Four Federal Agencies, by State, Fiscal Years 1964 and 1994                   | 16 |
| Table I.2: Percentage of Each State's Acreage Managed by the Four Federal Agencies as of September 30, 1994                            | 20 |
| Table I.3: Number and Percentage of Acres Managed for Conservation by the Four Federal Agencies, by State, as of September 30, 1994    | 24 |
| Table I.4: Forest Service Acreage Managed for Conservation as of September 30, 1994  | 26 |
| Table I.5: Bureau of Land Management Acreage Managed for Conservation as of September 30, 1994   | 26 |
| Table I.6: Means by Which the Four Federal Agencies Acquired Acreage From Nonfederal Parties From 1964 to 1994                         | 27 |
| Table I.7: Acquisitions Planned by the Four Agencies, by State, in Subsequent Years  | 27 |
| Table I.8: Acreage Managed by Three Federal Agencies Where Hunting Is Not Allowed, by State  | 30 |
| Table I.9: Nonfederal Acres for Which the Forest Service Had Rights-of-Use as of September 30, 1994                                    | 33 |
| Table I.10: Nonfederal Acres for Which the Bureau of Land Management Had Rights-of-Use as of September 30, 1994                        | 34 |
| Table I.11: Nonfederal Acres for Which the Fish and Wildlife Service Had Rights-of-Use as of September 30, 1994                        | 34 |
| Table I.12: Nonfederal Acres to Which the National Park Service Had Rights-of-Use as of September 30, 1994                             | 36 |
| Table II.1: Acreage Held in Trust for Individual Indians and Indian Tribes, by State, in 1995  | 38 |

---

|  |    |
|--|----|
| Table III.1: Acreage Owned by 13 Western States as of September 30, 1994   | 40 |
| Table IV.1: Acreage Transactions for the Nature Conservancy, by State, From July 1, 1964, Through September 30, 1994   | 41 |
| Table IV.2: Acreage Transactions for The Conservation Fund, by State, From March 8, 1985, Through September 30, 1994   | 43 |
| Table IV.3: Acreage Transactions for The Trust for Public Land, by State, From May 5, 1972, Through September 30, 1994 | 44 |

---

## Figures

|   |    |
|---|----|
| Figure 1: Acreage Managed by the Four Federal Agencies, Fiscal Years 1964 and 1994  | 3  |
| Figure 2: Change in the Percentage of Federal Acres Managed by the Four Federal Agencies Between June 1964 and September 1994 | 5  |
| Figure I.1: Percentage of Each State's Acreage Managed by the Four Federal Agencies, September 30, 1994                       | 23 |

---

---

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

---

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

---

## Changes in Federal Land Ownership

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



---

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

---

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

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

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

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

**Number of acres managed**

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

(continued)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

| State       | Total acreage of state <sup>a</sup> | Percentage of acreage managed by |                           |                           |                       | The four federal agencies <sup>b</sup> | Total federal acreage managed by the four agencies |
|-------------|-------------------------------------|----------------------------------|---------------------------|---------------------------|-----------------------|--|--|
|             |                                     | Forest Service                   | Bureau of Land Management | Fish and Wildlife Service | National Park Service |  |  |
| Alabama     | 33,431,680                          | 1.98                             | 0.33                      | 0.05                      | 0.03                  | 2.40                                   | 801,611  |
| Alaska      | 393,747,200                         | 5.60                             | 22.42                     | 19.38                     | 13.26                 | 60.67                                  | 238,874,995  |
| Arizona     | 72,963,840                          | 15.42                            | 19.54                     | 2.29                      | 3.69                  | 40.94                                  | 29,874,028   |
| Arkansas    | 34,036,480                          | 7.49                             | 0.86                      | 0.88                      | 0.30                  | 9.54                                   | 3,246,065  |
| California  | 101,676,160                         | 20.29                            | 17.02                     | 0.24                      | 4.76                  | 42.30                                  | 43,013,642   |
| Colorado    | 66,624,000                          | 21.76                            | 12.46                     | 0.10                      | 0.89                  | 35.21                                  | 23,455,115   |
| Connecticut | 3,548,160                           | 0 <sup>c</sup>                   | 0                         | 0.01                      | 0.18                  | 0.19                                   | 6,759  |
| Delaware    | 1,534,080                           | 0                                | 0                         | 1.56                      | 0                     | 1.56                                   | 23,968   |
| Florida     | 38,392,320                          | 2.96                             | 0.07                      | 0.63                      | 6.36                  | 10.02                                  | 3,845,884  |
| Georgia     | 37,745,280                          | 2.29                             | 0                         | 1.25                      | 0.15                  | 3.69                                   | 1,393,406  |
| Hawaii      | 4,133,760                           | 0 <sup>c</sup>                   | 0                         | 6.97                      | 6.20                  | 13.17                                  | 544,462  |
| Idaho       | 53,487,360                          | 38.23                            | 22.15                     | 0.09                      | 0.19                  | 60.65                                  | 32,439,588   |
| Illinois    | 36,059,520 <sup>d</sup>             | 0.76                             | 0 <sup>c</sup>            | 0.19                      | 0 <sup>c</sup>        | 0.95                                   | 342,631  |

(continued)

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

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

(continued)

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

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

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

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

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

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

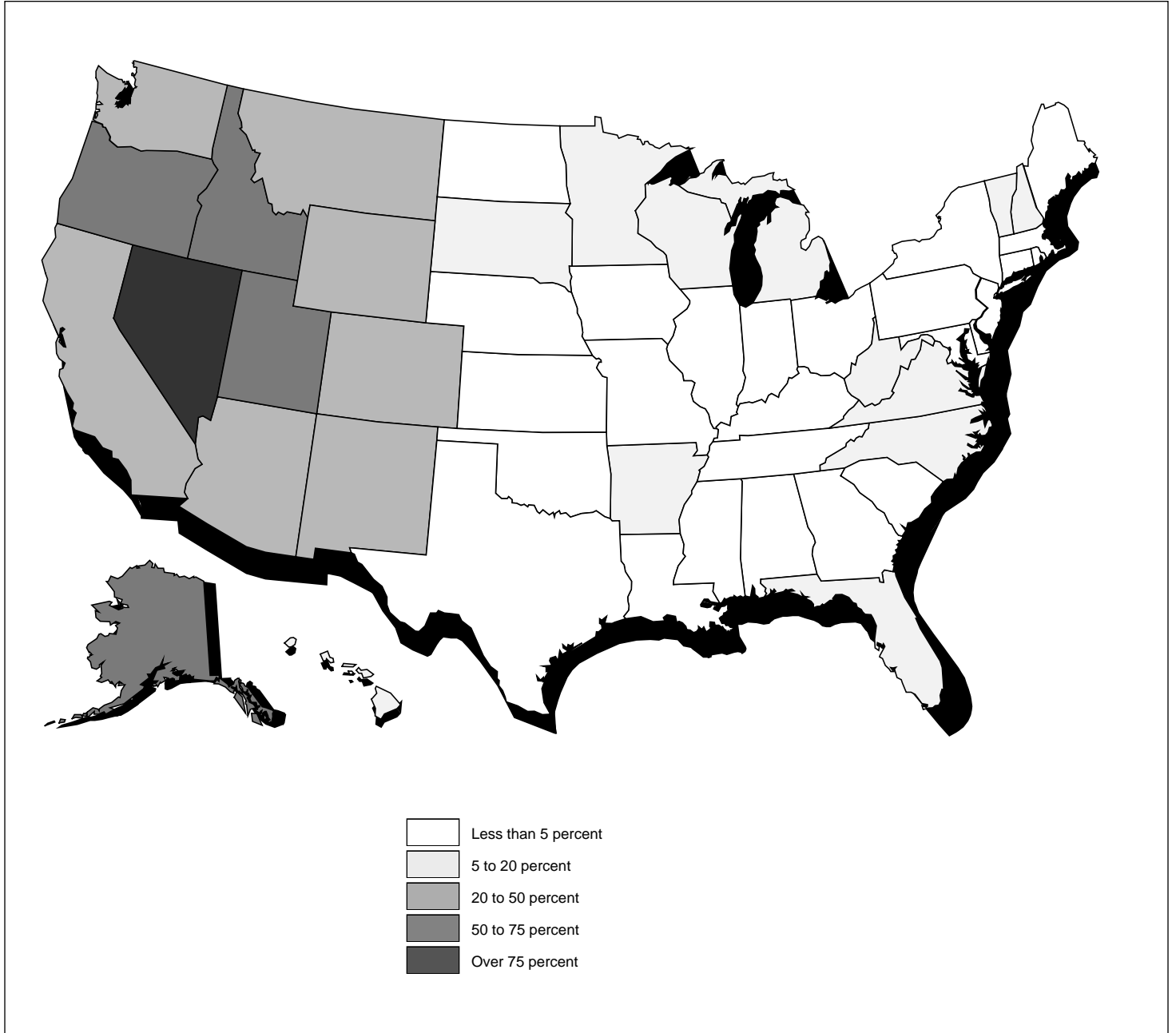
Source: GAO's analysis of data provided by the departments of Agriculture and the Interior.

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



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

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



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

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

**Acreage Managed for Conservation**

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

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

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

(continued)

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

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

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

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

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

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

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

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

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

Source: Forest Service.

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

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

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

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

Source: Bureau of Land Management.

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

**Lands Acquired by the  
Four Federal Agencies**

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

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

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

Note: Totals may not add because of rounding.

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

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

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

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

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

(continued)

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

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

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

(continued)

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

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

Source: The departments of Agriculture and the Interior.

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

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

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

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

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

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

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

(continued)



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

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

Note: Acreage totals may not add because of rounding.

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

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

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

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

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

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

---

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

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

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

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

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

Note: Totals may not add because of rounding.

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

Source: Forest Service.

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

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

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

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

Source: Bureau of Land Management.

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

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

(continued)

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

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

Note: Acreage totals may not add because of rounding.

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

Source: Fish and Wildlife Service.

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

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

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

(continued)

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

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

Note: Totals may not add because of rounding.

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

Source: National Park Service.

## Nonfederal Acreage Affected by Selected Environmental Regulations

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

# Acreage Held in Trust for Individual Indians and Indian Tribes

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

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

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

(Table notes on next page)



---

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

---

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

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

Source: Bureau of Indian Affairs.

# Lands Owned by 13 Western States

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

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

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

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

Source: Officials from the respective states.

# Lands Acquired by Three Nonprofit Organizations

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

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

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

(continued)

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

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

Source: the Nature Conservancy.

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

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

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

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

Source: The Conservation Fund.

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

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

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

(continued)

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

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

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

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

Source: The Trust for Public Land.

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

# Objectives, Scope and Methodology

---

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

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

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

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

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

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



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

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

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

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

---

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

# Major Contributors to This Report

---

## Energy, Resources, and Science Staff

Lloyd L. Adams  
Sherry L. Casas  
Paul O. Grace  
Ronald J. Johnson  
Cynthia S. Rasmussen  
Ned L. Smith  
William J. Temmler  
Arthur D. Trapp  
Felicia A. Turner

---

### Ordering Information

The first copy of each GAO report and testimony is free. Additional copies are \$2 each. Orders should be sent to the following address, accompanied by a check or money order made out to the Superintendent of Documents, when necessary. VISA and MasterCard credit cards are accepted, also. Orders for 100 or more copies to be mailed to a single address are discounted 25 percent.

#### Orders by mail:

U.S. General Accounting Office  
P.O. Box 6015  
Gaithersburg, MD 20884-6015

#### or visit:

Room 1100  
700 4th St. NW (corner of 4th and G Sts. NW)  
U.S. General Accounting Office  
Washington, DC

Orders may also be placed by calling (202) 512-6000 or by using fax number (301) 258-4066, or TDD (301) 413-0006.

Each day, GAO issues a list of newly available reports and testimony. To receive facsimile copies of the daily list or any list from the past 30 days, please call (202) 512-6000 using a touchtone phone. A recorded menu will provide information on how to obtain these lists.

For information on how to access GAO reports on the INTERNET, send an e-mail message with "info" in the body to:

[info@www.gao.gov](mailto:info@www.gao.gov)

---

**United States  
General Accounting Office  
Washington, D.C. 20548-0001**

**Bulk Rate  
Postage & Fees Paid  
GAO  
Permit No. G100**

**Official Business  
Penalty for Private Use \$300**

**Address Correction Requested**

---

