



CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE

July 25, 2018

**H.R. 857**  
**California Off-Road Recreation and Conservation Act**

*As passed by the U.S. House of Representatives on June 25, 2018*

**SUMMARY**

H.R. 857 would allow the Bureau of Land Management (BLM) to spend past and future proceeds from the sale of certain lands in California to acquire lands owned by the state. The act also would require BLM to establish a desert tortoise conservation center. In addition, the act would direct BLM to develop and implement a plan to identify and conserve cultural resources of certain Indian tribes. Finally, the act would designate some federal lands for conservation and recreation.

Using information provided by BLM and the General Services Administration (GSA), CBO estimates that enacting the legislation would increase direct spending by \$8 million over the 2019-2028 period.

CBO also estimates that implementing the act would cost \$13 million over the 2019-2023 period; such spending would be subject to the availability of appropriated funds. Those amounts would be used primarily to pay federal employees to carry out various provisions of the act.

Enacting H.R. 857 would affect direct spending; therefore, pay-as-you-go procedures apply. The act would not affect revenues.

CBO estimates that enacting H.R. 857 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 857 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

## ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary effect of H.R. 857 is shown in the following table. The costs of the legislation fall within budget function 300 (natural resources and environment).

	By Fiscal Year, in Millions of Dollars												2019-	2019-
	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2023	2028	
<b>INCREASES IN DIRECT SPENDING</b>														
Estimated Budget Authority	0	8	0	0	0	0	0	0	0	0	0	8	8	
Estimated Outlays	0	1	2	2	2	1	0	0	0	0	0	8	8	
<b>INCREASES IN SPENDING SUBJECT TO APPROPRIATION</b>														
Estimated Authorization Level	0	4	3	2	2	2	0	0	0	0	0	13	13	
Estimated Outlays	0	4	3	2	2	2	0	0	0	0	0	13	13	

### BASIS OF ESTIMATE

For this estimate, CBO assumes that the legislation will be enacted near the beginning of fiscal year 2019 and that the necessary funds will be available each fiscal year.

#### Direct Spending

CBO estimates that enacting H.R. 857 would increase direct spending by \$8 million over the 2019-2028 period. The act would authorize BLM to sell federal land to the state of California and deposit the proceeds into a special account that would be used to purchase other lands owned by the state. In addition, the act would allow proceeds from certain sales that occurred in the past, which cannot be spent under current law, to be used to acquire other state lands. Using information provided by GSA, CBO estimates that the proceeds from past sales that could be spent under the act would total \$8 million. Collections from future land sales and spending of those proceeds to acquire additional state lands would have no significant net effect on the budget.

#### Spending Subject to Appropriation

CBO estimates that implementing three provisions of H.R. 857 that authorize new activities would cost \$13 million over the 2019-2023 period; such spending would be subject to the availability of appropriated funds.

**Desert Tortoise Conservation Center.** H.R. 857 would require the Department of the Interior (DOI) to establish, operate, and maintain a desert tortoise conservation center along the border of California and Nevada. The center would support research, monitoring, and rehabilitation of desert tortoises. Using information provided by DOI, CBO estimates that the cost of operating the facility and supporting research would total \$2 million a year.

**Cultural Resources Management Plan.** H.R. 857 would direct BLM to develop and implement a plan to identify and conserve the cultural resources of Indian tribes associated with the Xam Kwatchan Trail network in California and Nevada. Using information provided by BLM, CBO estimates that conducting the fieldwork necessary to complete the plan would cost \$1 million a year over the 2019-2020 period.

**Conservation Designations.** The act would make several designations under the Wild and Scenic Rivers Act. Using information provided by DOI, CBO estimates that completing a comprehensive river management plan for each newly designated river would have a total cost of \$1 million in 2019.

**Other Provisions.** H.R. 857 also would designate 330,000 acres of federal lands as wilderness, 154,000 acres as off-highway vehicle recreation areas, and 19,000 acres as the Alabama Hills National Conservation Area. Because those designations would not significantly affect the federal management of those lands, CBO estimates that implementing those provisions would have no significant effect on the federal budget.

## PAY-AS-YOU-GO CONSIDERATIONS

The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. The net changes in outlays that are subject to those pay-as-you-go procedures are shown in the following table.

**CBO Estimate of Pay-As-You-Go Effects for H.R. 857, the California Off-Road Recreation and Conservation Act, as passed by the U.S. House of Representatives on June 25, 2018**

	By Fiscal Year, in Millions of Dollars												
	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2018-2023	2018-2028
<b>NET INCREASE IN THE DEFICIT</b>													
Statutory Pay-As-You-Go Effect	0	1	2	2	2	1	0	0	0	0	0	8	8

## **INCREASE IN LONG-TERM DIRECT SPENDING AND DEFICITS**

CBO estimates that enacting H.R. 857 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

## **MANDATES**

H.R. 857 contains no intergovernmental or private-sector mandates as defined in UMRA.

## **ESTIMATE PREPARED BY**

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