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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1979

AUGUST 2 (legislative day, MAY 17), 1978—Ordered to be printed

Mr. ROBERT C. BYRD, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 12932]

The Committee on Appropriations, to which was referred the bill (H.R. 12932) making appropriations for the Department of the Interior and related agencies for the fiscal year ending September 30, 1979, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes recommended:

FISCAL YEAR 1979

Amount of bill as passed by House.....	\$12,690,544,000
Amount of decrease by Senate	1,195,781,000
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Total of bill as reported by Senate.....	11,494,763,000
Estimates considered by House.....	12,827,257,000
Estimates considered by Senate.....	12,830,946,000
The bill as reported to the Senate:	
Under the budget estimate, 1979	1,336,183,000
Over appropriations, 1978	840,662,000

SUMMARY OF BILL

For this bill, estimates totaling \$12,830,946,000 in new obligational authority were considered by the Committee for the programs and activities of the agencies and bureaus of the Department of the Interior, except the Bureau of Reclamation, and the following related agencies:

Department of Agriculture:

Forest Service.

Department of Energy:

Fossil energy.

Energy production, demonstration, and distribution:

Coal.

Naval petroleum and oil shale reserves.

Solar (portion).

Multi-resource (portion).

Conservation (except energy storage systems).

Economic Regulatory Administration.

Strategic petroleum reserve.

Energy Information Administration.

Department of Health, Education, and Welfare:

Indian Health Service.

Indian Education Act.

Institute of Museum Services.

Indian Claims Commission.

Navajo and Hopi Relocation Commission.

Smithsonian Institution.

National Gallery of Art.

Woodrow Wilson International Center for Scholars.

National Foundation on the Arts and Humanities.

Commission of Fine Arts.

Advisory Council on Historic Preservation.

National Capital Planning Commission.

Franklin Delano Roosevelt Memorial Commission.

Joint Federal-State Land Use Planning Commission for Alaska.

Pennsylvania Avenue Development Corporation.

In addition to the 33 days of hearings conducted on the administration's budget requests, the Committee received testimony during four full days of hearings from more than 175 non-Government witnesses whose requests would add more than \$3.2 billion to the budgets of the agencies under this bill.

The Committee recommends appropriations totaling \$11,494,763,000 for the programs and activities in this bill. This includes \$10,700,210,000 for definite and \$781,153,000 for indefinite appropriations; and \$13,400,000 in borrowing authority. This is a reduction of \$1,336,183,000 below the budget estimates and \$1,195,781,000 below the House allowance.

REVENUE GENERATED BY AGENCIES IN BILL

Oil and gas leasing and other mineral leasing activities, the timber and range programs, and oil production from the Naval petroleum reserves will generate income to the Government well in

excess of \$5 billion in fiscal year 1979. These estimated receipts are tabulated below:

	Fiscal year—		
	1977	1978	1979
Department of the Interior.....	\$3,555,291,000	\$3,876,666,000	\$3,956,707,000
Forest Service	691,568,000	757,875,000	850,725,000
Naval petroleum and oil shale reserves.....	379,742,000	459,900,000	673,000,000
Total.....	4,626,601,000	5,094,441,000	5,480,432,000

MAJOR CHANGES RECOMMENDED IN THE BILL

The Committee's approach to the bill this year strongly emphasized cutting back Federal spending wherever practical as an effective weapon against inflation. In the Committee's judgment combating inflation has to be the single most important fiscal consideration. This is reflected in the appropriation levels recommended in the bill, which fall well below both the President's budget estimates and the House allowances. Total spending recommended in the bill is also held to a 6-percent increase over the current year.

At the same time the Committee has recognized other pressing needs that have lasting benefits for our country's natural and cultural resources, its energy independence and the welfare of its native Americans and territorial citizens. Accordingly, while it has rejected unjustified expansion and trimmed back marginal programs, the Committee has also recommended selected increases. These changes netted out to an actual budget increase overall for the Interior Department and for certain energy-related activities and Indian programs among the related agencies. But even within the high priority programs that have been strengthened the Committee has effected budget cutbacks wherever program expansion was poorly justified or whenever agencies could not demonstrate effective obligations.

A comparative summary of funding in the bill by agency is shown below:

[In thousands of dollars]

	Committee recommendation compared with—		
	Committee recommendation	Budget estimate	House allowance
Title I—Department of the Interior:			
Bureau of Land Management	488,747	+623	—21,399
Office of Water Research and Technology	26,842	—312	—4,215
Heritage Conservation and Recreation Service.....	760,068	—30,910	+36,353
Fish and Wildlife Service.....	301,137	+9,107	—1,861
National Park Service.....	517,555	+12,969	+3,930
Geological Survey.....	647,125	+63,214	+11,388
Bureau of Mines	118,058	—3,271	—14,609

[In thousands of dollars]

Committee recommendation compared
with—

	Committee recommendation	Budget estimate	House allowance
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Title I—Department of the Interior—
Continued

Office of Surface Mining Reclamation and Enforcement.....	127,395	+ 12,873	+ 10,200
Bureau of Indian Affairs.....	1,003,094	+ 29,613	- 32,273
Territorial Affairs.....	156,321	- 35	- 25,380
Office of the Secretary.....	42,545	+ 938	- 846
Office of the Solicitor.....	14,394	- 501	- 191

Total, Title I—Department of the Interior	4,203,281	+ 94,308	- 38,903
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Title II—Related Agencies:

Forest Service	1,356,871	+ 14,663	- 23,655
Department of Energy.....	4,835,757	- 1,447,248	- 1,124,611
Indian Health.....	558,087	+ 15,280	- 2,516
Indian Education.....	71,735	- 4,000	- 2,000
Institute of Museum Services.....	8,000	+ 248	+ 248
Navajo and Hopi Indian Relocation Commission	8,692	- 4,437	- 60
Smithsonian Institution.....	107,665	- 2,135	- 1,451
National Gallery of Art	18,455	- 850	- 850
Woodrow Wilson International Center for Scholars	1,567	+ 250	.....
National Endowment for the Arts....	149,210	- 450	- 450
National Endowment for the Humanities.....	144,250	- 1,350	- 1,350
Commission of Fine Arts	263	- 1	.....
Advisory Council on Historic Preservation	1,178	- 375	.....
National Capital Planning Commission.....	1,991	+ 52	+ 55
Franklin Delano Roosevelt Memorial Commission.....	20	.....	.....
Joint Federal-State Land Use Planning Commission for Alaska	356	- 238	- 238
Pennsylvania Avenue Development Corporation.....	27,385	+ 100

Total, Title II—Related Agencies..	7,291,482	- 1,430,491	- 1,156,878
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Grand total	11,494,763	- 1,336,183	- 1,195,781
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Interior Department.—Major recommended increases for Interior Department agencies have been keyed to resumption of Federal coal leasing, Outer Continental Shelf environmental studies, exploration and development of the Alaska petroleum reserve, surface mining research, historic preservation, and Indian housing and school construction. They have been largely offset by reductions in unauthorized or marginal Federal land acquisition for recreation, deletion of the unsupported natural heritage program, and deferral of low priority programs and advance firefighting costs.

Although Federal land acquisition funding is reduced overall, the Committee has been able to provide an unbudgeted \$100 million to

continue paying mandatory costs of the Redwood National Park expansion. Together with appropriations in the pending supplemental bill for fiscal year 1978, this will make a total of nearly \$300 million available to landowners whose properties were taken by the expansion bill. It will also save the Government the costly interest that would otherwise accrue while the courts determine the value of the land that has been added to the park.

Related agencies.—The major recommended reductions in title II are in unauthorized or overfunded energy programs, with the biggest single cutback—\$1.2 billion—applied to the strategic petroleum reserve. The Committee believes the Department of Energy badly overestimated its 2-year needs for oil purchases. The \$3 billion recommended in the bill will carry the program through the first quarter of fiscal year 1980 and beyond without slowing the 500 million barrel fill schedule.

At the same time the Committee has recommended significant increases for the Department of Energy to:

Expand research and development on enhanced oil and gas recovery, energy conversion and fuel conservation;

Accelerate the development and testing of magnetohydrodynamics;

Launch the first major demonstrations of second generation coal liquids technology;

Establish loan guarantees for projects to convert urban waste to energy; and

Fund major energy impact assistance to States and localities.

Also in title II of the bill the Committee recommends substantial increases for the national forests and for Indian health services and facilities.

UNAUTHORIZED PROGRAMS

Appropriations are recommended in the bill for a variety of ongoing programs for which congressional legislative authorization is still incomplete. In most instances, authorizing bills have passed one or both Houses of the Congress. Bills have been reported on the balance. Below is a listing of funded programs for which authorization has not yet been enacted:

Bureau of Land Management.

Office of Water Research and Technology: Water resources research and saline conversion.

Heritage Conservation and Recreation Service: Historical and Archeological Data Preservation.

U.S. Fish and Wildlife Service: Endangered Species.

Office of Surface Mining Reclamation and Enforcement: Regulation and Technology.

Administration of Territories.

Trust Territory of the Pacific Islands.

Navajo and Hopi Indian Relocation Commission: Salaries and expenses.

Pennsylvania Avenue Development Corporation: Salaries and expenses.

Public Development.

REPROGRAMING PROCEDURES

Procedures governing reprograming actions for programs and activities funded in this bill have been developed piecemeal over a period of many years, usually to deal with specific situations. The Committee learned, however, that there is no clear understanding of these procedures among all agencies. In an effort to establish uniform and clearly understood guidelines, the Committee worked with the House Committee in drawing up the following definitions, procedures and requirements which are designed to provide continuing congressional oversight of spending practices:

1. *Definition.*—“Reprograming,” as defined in these procedures, includes the reallocation of funds from one budget activity to another. In cases where either Committee report displays an allocation of an appropriation below the activity level, that finer level of detail shall be the basis for reprograming. For construction accounts, a reprograming constitutes the reallocation of funds from one construction project identified in the justifications to another. A reprograming shall also consist of any significant departure from the program described in the agency’s budget justifications.

2. *Criteria for reprograming.*—

(a) Any project or activity which may be deferred through reprograming shall not later be accomplished by means of further reprograming; but, instead, funds should again be sought for the deferred project or activity through regular appropriation processes.

(b) A reprograming should be made only when an unforeseen situation arises; and then only if postponement of the project or the activity until the next appropriation year would result in actual loss or damage. Mere convenience or desire should not be factors for consideration.

(c) Reprograming should not be employed to initiate new programs or to change allocations specifically denied, limited or increased by the Congress in the Act or the report. In cases where unforeseen events or conditions are deemed to require such changes, proposals shall be submitted in advance to the Committee, regardless of amounts involved, and be fully explained and justified.

3. *Reporting and approval procedures.*—

(a) Any proposed reprograming must be submitted to the Committee in writing prior to implementation if it exceeds \$250,000 annually or results in an increase or decrease of more than 10 percent annually in affected programs.

(b) All reprogramings shall be reported to the Committee quarterly and shall include cumulative totals.

(c) Any significant shifts of funding among object classifications should also be reported to the Committees in a timely manner.

(d) Reprograming proposals submitted to the Committee for prior approval shall be considered approved after 30 calendar days if the Committee has posed no objection. However, agencies will be expected to extend the approval deadline if specifically requested by either Committee.

4. *Administrative Overhead Accounts.*—For all appropriations where costs of overhead administrative expenses are funded in part from “assessments” of various budget activities within an appropria-

tion, the assessments shall be shown in justifications under the discussion of administrative expenses (as is the case with the Bureau of Mines).

5. *Contingency Accounts.*—For all appropriations where assessments are made against various budget activities or allocations for contingencies, the Committee expects a full explanation, separate from the justifications. The explanation shall show the amount of the assessment, the activities assessed, and the purpose of the fund. The Committee expects annual reports each year detailing the use of these funds. In no cases shall such a fund be used to finance projects and activities disapproved or limited by Congress or to finance new permanent positions or to finance programs or activities that could be foreseen and included in the normal budget review process. Contingency funds shall not be used to initiate new programs.

6. Individual construction projects and land purchases not exceeding \$100,000 may be exempted from the procedural requirements of paragraph 3a.

The Committee is recommending paragraph 6 as a simplification in the procedure for shifting funds among minor construction and land acquisition projects. Paragraph 6 is subject to House Committee agreement.

TITLE I—DEPARTMENT OF THE INTERIOR
 LAND AND WATER RESOURCES
 BUREAU OF LAND MANAGEMENT
 MANAGEMENT OF LANDS AND RESOURCES

Appropriation, 1978.....	\$246,938,000
Budget estimate, 1979	275,368,000
House allowance	295,315,000
Committee recommendation.....	274,991,000

The Committee recommends an appropriation of \$274,991,000, reducing the budget estimate by \$377,000 and the House allowance by \$20,324,000. The total recommended in the bill for this principal operating account of the Bureau involves program increases of \$26,623,000 more than offset by decreases of \$27,000,000. Most of the reduction—\$25,250,000—is merely a deferral of firefighting costs. The recommendation, then, involves \$24,873,000 in real program increases. The Committee's recommendations are detailed below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Energy and minerals management	\$78,619,000	\$90,319,000
Lands and realty management.....	27,281,000	30,881,000
Renewable resources management.....	90,301,000	101,324,000
Planning and data management.....	23,743,000	23,743,000
Cadastral survey	20,544,000	20,544,000
Firefighting and rehabilitation	30,000,000	4,750,000
Administration and enforcement	4,880,000	4,356,000
Pay cost annualization.....		-798,000
Working capital fund		-128,000

Energy and minerals management.—For onshore energy leasing activities, the Committee recommends a \$300,000 reduction for the dormant oil shale program. The reduced level of \$630,000 should be adequate until needed technical, environmental and financial breakthroughs are achieved. The Committee recommends \$20,352,000 for coal leasing—\$3,000,000 above the budget and \$600,000 below the House allowance. The budget increase is needed to fund a limited reactivation of coal leasing following settlement of an injunctive suit brought by the Natural Resources Defense Council. The Committee has not recommended the \$300,000 House increase for geothermal production. Any additional costs for plant siting environmental impact studies can be accommodated within budgeted funds—\$2,585,000—since leasing activities have peaked.

An increase of \$9,000,000 for Outer Continental Shelf oil and gas leasing is recommended to fund needed special environmental studies. The \$39,398,000 budget estimate involved an \$18,494,000

reduction stemming from policy changes in baseline studies. However, a preliminary report on a subsequent OCS environmental study indicates an increased need for special studies. The recommended increase will finance high priority studies pending better justification for any additional needs that might be identified in a supplemental appropriation request.

The \$78,619,000 budget request for nonenergy minerals is recommended in full without the \$1,000,000 addition approved by the House to reduce the mineral patent application backlog. The Bureau should redirect funds within the \$1,253,000 increase for mining law administration to attack the backlog.

Lands and realty management.—An increase of \$3,600,000 is recommended for realty operations, allocated as follows: \$500,000 to process additional energy related rights-of-way permits; \$1,100,000 to insure conveyance of additional acreage under the Alaska Native Claims Settlement Act; \$1,900,000 to reduce the backlog of land applications for State and local government purposes, agricultural development, and other public uses and \$100,000 for processing unintentional trespass cases. In an effort to control spending increases and bureaucratic growth, the Committee has not recommended all of the \$10,000,000 increase approved by the House. More effective use of existing resources should enable the Bureau to reduce backlogs and meet the goals of the Federal Land Policy and Management Act of 1976.

Advantages and possible cost savings of an advanced side-looking airborne radar (SLAR) mapping system have been brought to the Committee's attention. Since this system may provide a data base suitable for various resource applications, the Committee recommends that the Bureau evaluate the SLAR technology and report its findings to the Committee by December 31, 1978.

Renewable resource management.—Increases recommended for range and forest resources includes \$2,000,000 each for range, recreation, and soil, water and air management programs and \$3,423,000 for wildlife habitat. Although the budget increases total \$9,423,000 they are less than one-half the program expansion recommended by the House. The Committee recommendation, however, is nearly \$23,000,000 above current year spending and should provide an effective program level. Further, examination of Bureau statements on the utilization of House funding increases did not convince the Committee that all the added amounts in the House-passed bill could be obligated effectively. In addition to the general increase, \$1,600,000 has been added to soil, water, and air management for flood protection facilities in the San Simon basin of Arizona.

Administration and enforcement.—A recommended reduction of \$524,000 is directed at the Bureau's \$1,124,000 request for law enforcement. The Committee believes increased support to State and local governments under the \$105,000,000 for payments in lieu of taxes offsets the need for the requested increase in contracts and cooperative agreements.

Other activities.—The Committee has recommended the full budget request for planning and data management and for cadastral surveys. House increases totaling \$9,500,000 for these activities were directed at accelerating Bureau planning and survey programs. The

Committee believes this program acceleration, although worthy, must be deferred in order to meet higher priorities and to curb the growth of Federal spending.

The Committee has noted with some concern the steady growth of funds devoted to planning, inventory, study, and data management activities, often at the expense of resource management. Information developed at Committee budget hearings revealed that nearly \$49,000,000, about one-fifth of the Bureau's operating budget, is now devoted to studies and related activities. The Committee is keenly aware of the increased demands brought on by environmental protection requirements, wilderness reviews, and similar mandates. Nevertheless, the Bureau should not permit these demands to outweigh the pressing need for wise management of public resources, which is the primary mission of the Bureau.

The Committee is disturbed over reports of harassment, prosecution and eviction of persons attempting to make their homes on public lands in Alaska. The few who seek a wilderness experience in remote regions of the State have little or no environmental impact on those vast reaches, and the Committee seriously questions the cost-effectiveness of Federal pursuit and harassment. The Department should call a halt to this practice immediately pending a resolution of the Alaska lands issue now before the Congress.

ACQUISITION, CONSTRUCTION, AND MAINTENANCE

Appropriation, 1978	\$18,707,000
Estimate, 1979	17,683,000
House allowance	19,758,000
Committee recommendation.....	18,683,000

The Committee recommends an appropriation of \$18,683,000 increasing the budget request by \$1,000,000 and reducing the House allowance by \$1,075,000.

Approval is recommended for the full budget estimate of \$10,217,000 for construction and acquisition and \$7,466,000 for maintenance. In addition, the Committee agrees with the House increase of \$1,000,000 for maintenance to reduce backlogs in correcting safety hazards and upgrading basic recreation facilities.

PAYMENTS IN LIEU OF TAXES

Appropriation, 1978.....	\$100,000,000
Estimate, 1979	105,000,000
House allowance	105,000,000
Committee recommendation.....	105,000,000

The Committee recommends an appropriation of \$105,000,000, the same as the budget estimate and the House allowance. The \$5,000,000 increase over the fiscal year 1978 appropriation is for anticipated section 3 payments associated with Forest Service land acquisition.

In agreement with the House, bill language is provided which will allow correction of underpayments made in the previous fiscal year.

Ideally, increased Federal payments to State and local governments under various permanent appropriations could be expected to offset the increase for section 3 payments. However, certain prob-

lems in identifying actual payments to local governments were brought out during the Committee's hearings. Legislative changes may be needed to avoid overpayments and inequities under the payments in lieu of taxes program.

OREGON AND CALIFORNIA GRANT LANDS

(Indefinite, Appropriation of Receipts)

Appropriation, 1978	\$56,500,000
Estimate, 1979	58,250,000
House allowance	58,250,000
Committee recommendation.....	58,250,000

The Committee recommends an appropriation of \$58,250,000, the same as the budget estimate and the House allowance. The budget authority estimate is based on estimated receipts and does not reflect the actual obligation program, which the budget estimated at \$51,619,000. The Committee recommends an obligation level of \$57,419,000, an increase of \$5,800,000 in the budgeted program and a reduction of \$2,700,000 in the House allowance. The recommended increase will finance construction of a district office building in Salem, Oreg., to replace leased space and consolidate support facilities.

RANGE IMPROVEMENTS

(Definite, Appropriation of Receipts)

Appropriation, 1978	\$9,172,000
Estimate, 1979	10,900,000
House allowance	10,900,000
Committee recommendation.....	10,900,000

The Committee recommends an appropriation of \$10,900,000, the same as the budget estimate and House allowance, based on anticipated receipts from grazing leases. Should a pending moratorium on grazing fees be enacted, available funding and the range improvement program would necessarily be reduced.

RECREATION, DEVELOPMENT, AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1978	\$300,000
Estimate, 1979	300,000
House allowance	300,000
Committee recommendation	300,000

The Committee recommends an appropriation of \$300,000, the same as the budget estimate and the House allowance. This fund, derived from recreation user charges, will be used to perform maintenance on recreation sites and for support of the off-road vehicle management program.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

(Indefinite, Special Fund)

Appropriation, 1978	\$11,531,000
Estimate, 1979	20,523,000
House allowance	20,523,000
Committee recommendation.....	20,523,000

The Committee recommends an appropriation of \$20,523,000, the same as the budget estimate and the House allowance. This self-sustaining account, established under authority of the Federal Land Policy and Management Act, permits the Bureau to finance required environmental study costs for rights-of-way applications using fees assessed against applicants. The increase over fiscal year 1978 results from anticipated oil and gas pipeline permits to be issued in fiscal year 1979. An amendment recommended by the Committee would make funds deposited in this account immediately available for obligation, avoiding current procedural delays.

MISCELLANEOUS TRUST FUNDS

(Current, Indefinite)

Appropriation, 1978	\$100,000
Estimate, 1979.....	100,000
House allowance	100,000
Committee recommendation	100,000

The Committee recommends an appropriation of \$100,000, the same as the budget estimate and the House allowance, for miscellaneous trust funds. The Federal Land Policy and Management Act of 1976 provides authority for the receipt and expenditure of donations and gifts, advances for survey of islands and omitted lands, and administrative costs of conveyances.

OFFICE OF WATER RESEARCH AND TECHNOLOGY

SALARIES AND EXPENSES

Appropriation, 1978	\$25,307,000
Estimate, 1979	27,154,000
House allowance	31,057,000
Committee recommendation.....	26,842,000

The Committee recommends an appropriation of \$26,842,000 a reduction of \$312,000 below the budget estimate and \$4,215,000 below the House allowance. Allocations are detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Water resource research and development:		
Assistance to State institutes.....	\$6,690,000	\$6,705,000
Matching grants	4,000,000	4,000,000
Water resources research	3,200,000	2,800,000
Saline water research and development:		
Water conversion research.....	2,400,000	2,400,000
Technology development.....	6,400,000	6,500,000
Technology transfer and information dissemination	1,865,000	1,865,000
General program support.....	2,599,000	2,599,000
Working capital fund		-27,000

Recommended changes include increases of \$765,000 for grants to State institutes and \$100,000 for test facilities, elimination of \$750,000 for the institute technology transfer program, and a reduction of \$400,000 in the \$1,900,000 budgeted for water resources research.

Together with unobligated funds carried forward from fiscal 1977, the Committee recommendation provides a total program of \$28,612,000, an increase of \$1,945,000 over the fiscal 1978 level.

The increase for State institutes will provide grants of \$125,000 each to the 51 institutes and \$110,000 for Guam, Virgin Islands, and the District of Columbia. The Committee endorses the budget proposal to require a one-third match for these grants.

Concurrent with its fiscal 1979 recommendation, the Committee has approved a fiscal 1978 reprogramming for Office of Water Research and Technology that shifts the program emphasis to more active research on saline water conversion. The Committee also expects that State research programs will be coordinated and strengthened. In this connection, the Committee has approved a general provision added by the House requiring the Secretary to designate an office to review and approve all grants and contracts for water research by Interior agencies funded in the bill. This will help avoid fragmentation or duplication of research.

HERITAGE CONSERVATION AND RECREATION SERVICE

SALARIES AND EXPENSES

Appropriation, 1978.....	¹ \$17,194,000
Estimate, 1979.....	¹ 20,978,000
House allowance.....	17,874,000
Committee recommendation.....	14,874,000

¹ Includes amounts appropriated in fiscal year 1978 (\$5,667,000) and requested for fiscal year 1979 (\$5,897,000) for the account "Preservation of Historic Properties".

The Committee recommends an appropriation of \$14,874,000, reducing the budget estimate by \$6,104,000 and the House allowance by \$3,000,000. Funding is detailed below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Planning and research.....	\$4,277,000	\$3,877,000
Federal coordination.....	1,812,000	1,812,000
Technical assistance.....	2,658,000	2,658,000
Natural heritage preservation.....	5,600,000	.....
Natural landmark program.....	734,000	734,000
Historic preservation and special studies.....	5,897,000	5,897,000
Working capital fund payment.....	.....	—58,000
Pay cost reduction.....	.....	—46,000

Appropriations requested for the natural heritage preservation program, both in this account and in the accompanying Land and Water Conservation Fund, have been deleted since the legislative proposals to initiate this program, although espoused by the administration, have never materialized. The Committee feels a natural heritage program needs to be clearly defined before it can be properly funded. The House approved \$3,000,000 of the \$5,600,000 budget request. The Committee has agreed to House reductions of \$62,000 in nationwide planning, \$84,000 in water resource studies,

and \$254,000 in resource area studies. Funds deleted from resource area studies dealt with the natural heritage program.

The Heritage Conservation and Recreation Service, formerly the Bureau of Outdoor Recreation, was reorganized by the Secretary of the Interior and given larger responsibilities, including the historic preservation program previously administered by the National Park Service. HCRS also administers the Land and Water Conservation and Historic Preservation Funds provided in the two following accounts.

Both HCRS and the Park Service continue to operate separate programs that provide technical assistance to State and local governments, Indian tribes and private concerns. A Committee recommendation that the Secretary consider consolidating these efforts in one agency brought only a reaffirmation of the separate programs. Justification presented to the Committee for maintaining separate programs, however, was not convincing. Accordingly, the Committee is asking the General Accounting Office to review these technical assistance programs—and any others that might exist in the Federal Government—to determine if they cannot be made more effective and less costly through consolidation in one agency.

LAND AND WATER CONSERVATION FUND

Appropriation, 1978.....	\$600,000,000
Estimate, 1979.....	725,000,000
House allowance.....	645,841,000
Committee recommendation.....	645,194,000

The Committee recommends an appropriation of \$645,194,000, a reduction of \$79,806,000 below the budget estimate and of \$647,000 below the House allowance. Allowances approved by the Committee are directed at supporting an effective Federal land acquisition program within existing authorizations and at providing the maximum allowance authorized for State grants. The total recommended appropriation exceeds fiscal 1978 funding by \$45,194,000. Recommendations are detailed below:

[In thousands of dollars]

Activity	Budget estimate	Committee recommendation	Increase or decrease in estimate
Assistance to States.....	\$306,070	\$318,079	+\$12,009
Natural heritage preservation.....	63,720		—63,720
Subtotal, Assistance to States.....	369,790	318,079	—51,711
Federal programs:			
Bureau of Land Management:			
King Range Resource Conservation Area.....	750		—750
Missouri National WSR.....	500	500	
Rogue National WSR.....	1,000		—1,000
Organic Act areas.....	1,000	1,000	
Total, Bureau of Land Management.....	3,250	1,500	—1,750

[In thousands of dollars]

Activity	Budget estimate	Committee recommendation	Increase or decrease in estimate
Federal programs: —Con.			
Forest Service:			
Flaming Gorge NRA.....	1,200	1,200	
Hells Canyon NRA.....	6,000	6,000	
Mt. Rogers NRA.....	3,500	3,500	
Oregon Dunes NRA.....	1,746	1,746	
Sawtooth NRA.....	8,197		—8,197
Spruce Knob-Seneca Rocks NRA ...	1,528	1,528	
Cascade Head Scenic Research Area.....	1,300	1,300	
Chattanooga WSR.....	1,500		—1,500
Clearwater WSR.....	900		—900
Eleven Point WSR.....	2,500		—2,500
Flathead WSR.....	5,719	5,719	
Middle Fork Salmon WSR.....	600		—600
Rogue WSR.....	303		—303
Alpine Lakes.....	15,000	15,000	
Other wilderness.....	3,000	3,000	
Big Thompson.....	2,000	2,000	
Composites.....	17,892	19,842	+1,950
Deficiencies and inholdings.....	5,000	15,000	+10,000
General reduction.....		—16,950	—16,950
Total, Forest Service.....	77,885	58,885	—19,000
U.S. Fish and Wildlife Service:			
Recently authorized areas:			
Chassahowitzka.....	300	300	
Crab Orchard.....	170	170	
Great Dismal Swamp.....	1,000		—1,000
Minnesota Valley.....	425	425	
Recreation additions:			
Atlantic coastal areas.....	11,170		—11,170
Cedar Keys.....	500		—500
Ding Darling.....	1,375	1,375	
Florida Keys.....	1,000		—1,000
Hart Mountain.....	800	800	
National Elk.....	2,900	2,900	
Pine Island.....	500		—500
Pinellas.....	20	20	
Presquille.....	110		—110
Saint Marks.....	200	200	
Sevilleta.....	450	450	
Trempealeau.....	1,000		—1,000
New refuges:			
Deep Fork.....	350	350	
Isle Dernieres.....	1,250	1,250	
Lower Suwanee.....	1,250	1,250	
Rio Grande.....	1,100	1,100	
Endangered species:			
Antioch Dunes (Langes metal-mark butterfly).....	300	300	
Ashmeadows (Warm Springs pupfish).....	500	500	
Bat Habitat (Gray bat, \$475, Indiana bat, \$250).....	725	725	
Mio (Kirtland's warbler).....	100	100	
Moapa river (Moapa pace).....	600	600	
Ocean Springs (Ms. Sandhill crane).....	9,700	9,700	
Palo Alto (American crocodile).....	115	115	

[In thousands of dollars]

Activity	Budget estimate	Committee recommendation	Increase or decrease in estimate
Federal programs: —Con.			
Endangered species: —Con.			
San Diego (lightfooted clapper rail and Ca. least tern)	6,300	6,300	
Tehachapi Mountains (Ca. condor).	8,500	8,500	
Deficiencies.....	1,000	1,000	
General reduction		-5,000	-5,000
Total, Fish and Wildlife Service .	53,710	33,430	-20,280
National Park Service:			
Appalachian Trail.....	14,683	14,683	
Big Cypress NP.....	20,000	20,000	
Bighorn Canyon NM.....	200	200	
Big Thicket NPRES.....		6,380	+6,380
Buffalo NR.....	3,508	3,508	
Congaree Swamp NM.....	16,695	16,695	
Cuyahoga Valley NRA.....	6,600	6,600	
Delaware Water Gap NRA.....	700	700	
Gateway NRA.....	11,963	11,963	
Golden Gate NRA.....	8,000	8,000	
Gulf Islands NS.....	5,950	5,950	
Harpers Ferry NHS.....	950	950	
Indiana Dunes NL.....	10,809	10,809	
Lowell NHP.....		3,000	+3,000
Monocacy NB.....	3,515	3,515	
Obed River WSR.....	975	975	
Olympic NP.....	1,775	1,775	
Point Reyes NS.....	1,500	1,500	
Redwood NP.....		100,000	+100,000
Rocky Mountain NP.....	300	300	
Saguero NM.....	375	375	
Virgin Islands NP.....	3,275	3,275	
Cape Cod NS.....	3,392		-3,392
Chattahooche River NRA.....	45,067		-45,067
C. & O. Canal NHP.....	7,900	1,000	-6,900
Cumberland Island NS.....	12,000		-12,000
Manassas NB.....	8,500		-8,500
St. Croix NSR.....	10,000		-10,000
Inholdings.....	10,000		-10,000
Deficiencies.....	3,000	3,000	
Preauthorization.....	500	400	-100
Relocation.....	500	500	
Total, National Park Service.....	212,632	226,053	+13,421
Total, Federal Programs.....	347,477	319,868	-27,609
Administrative expenses.....	7,733	7,247	-486
Total, Land and Water Conservation Fund.....	725,000	645,194	-79,806

Federal programs.—Generally, the Committee has agreed to House reductions in Federal programs totaling \$103,609,000. This denies requested acquisition funds for which authorization is pending but not complete. The only change in these House reductions was the restoration of \$1,000,000 of \$7,900,000 requested for the

C. & O. Canal National Historical Park. This conforms to the existing authorization.

The recommendation for the Forest Service includes additions of \$10,000,000 for a high priority acquisition within the Ocala National Forest and \$1,950,000 for the Garner Valley recreation composite in the San Bernardino National Forest, in agreement with the House. An analysis of Forest Service obligations revealed an unacceptably slow expenditure of the \$129,231,000 available in fiscal 1978. Only \$26,523,000, or about 20 percent, had been obligated by June, and the Committee recommends a general reduction of \$16,950,000 to offset a large carryover of funds into fiscal 1979.

The Fish and Wildlife Service has also reported a large unobligated balance 8 months into the current fiscal year—\$40,447,000, or about 81 percent of available funds. As a result, a general reduction of \$5,000,000 is recommended.

Both the Forest Service and the Fish and Wildlife Service should report to the House and Senate Committees on proposals for allocating the general reductions.

In addition, the Committee recommends a reduction of \$14,280,000 for acquisition of "recreation additions" proposed by the Fish and Wildlife Service. Many of these acquisitions are not tied directly to an existing wildlife refuge and several have no relation to recreation. The justification for a large portion of these land purchases is to prevent homebuilding or other possible development. The exact acreage planned for acquisition was not defined by the Service in supplemental justification material provided at the Committee's hearings. While the Committee recognizes the need to preserve important wildlife habitat, it must question the extent of Federal ownership for this purpose. Some areas are already protected by Federal and State environmental controls. Further, the Federal Government already owns more than one-third of the Nation's land and is buying more every year—\$313.4 million worth in this account alone. In addition to the Fish and Wildlife Service allowance recommended from this fund, some \$33 million is proposed for wetlands acquisition under a separate account. Accordingly, acquisitions under this account that go beyond specifically authorized refuges and endangered species habitat, whether for recreation or for habitat protection, should be carefully selected and thoroughly justified.

Some \$5 million of the Atlantic coastal area acquisition funding under "recreation additions" had been targeted for purchase of a State park. Under Committee policy, Federal acquisition funds should not be used to purchase lands already in public ownership. State and local government holdings should be acquired by donation.

For the Park Service, in addition to deleting unauthorized acquisitions, the Committee has not allowed \$10 million requested for inholdings. A sizeable portion of the \$17 million appropriated for inholdings in fiscal 1978 remains unobligated, and much of it is expected to carry over and should be adequate for fiscal 1979. The new allowance for preauthorization costs has been reduced by \$100,000 since similar funding is also provided under the Park Service operating account.

A major addition to the Park Service request is \$100 million for compensation to landowners whose properties were taken by legislation under the Redwood National Park Expansion Act of 1978. A pending supplemental budget request for fiscal 1978 proposes \$205 million, and this additional amount would provide the bulk of the estimated \$359 million cost of this taking. These funds will be deposited with the Federal district court and permit landowners to receive partial payment pending adjudication of just compensation. It will also achieve substantial savings to the Government on interest costs.

The Committee also recommends an increase of \$3 million to initiate land acquisition at the newly authorized Lowell National Historical Park in Massachusetts, and \$6,380,000 additional for Big Thicket National Preserve in Texas within the authorized 10 per cent ceiling override.

Inholding procedures.—One reason for the lag in obligating Park Service appropriations for inholdings is the confusion and controversy stirred up by the recent adoption of new acquisition procedures. These procedures were adopted by the Park Service without public hearings and without consulting the appropriate congressional committees. Generally, the policy for inholding acquisition has followed the willing buyer—willing seller concept. When these purchase opportunities do not exist, the Park Service proposes a declaration of taking only if unimproved land is to be developed, or if existing improvements are to be changed substantially. The Committee does not necessarily quarrel with the policy concept, but it has rejected its excessively strict application in several cases.

Clearly, the existing inholding procedures of the Park Service should be improved and clarified. In addition, there should be provision for Federal acquisition whenever an inholding parcel is offered for sale.

The Committee will expect the Park Service to prepare revisions in its policy designed to protect the right of the existing landowner to retain his property without harassment so long as he does not initiate any undesirable development out of keeping with the park environment.

Negotiated Park Service inholding acquisitions utilizing lump sum appropriations have been subjected to Committee review and approval whenever they exceed \$150,000 in cost. This requirement has proved useful to congressional oversight. With the growth of similar inholding programs in the Forest Service and the Fish and Wildlife Service, the Committee is extending the same review and approval requirements to these agencies. For the Forest Service, this procedure on purchases exceeding \$150,000 applies to the recreation composites appropriation; for the Fish and Wildlife Service to the recreation additions funding. All proposed takings require advance approval regardless of cost.

State assistance.—The Committee has concurred in the House denial of \$63,720,000 in State grants for natural heritage preservation pending development of a firm legislative proposal and enactment of more specific authorization. Most of the funds have been shifted to State recreation grants, providing a total of \$318,079,000, an increase of \$12,009,000 over the budget request and \$12,385,000

over fiscal 1978. The \$51,711,000 reduction in the House allowance is to bring State assistance within the statutory 60 percent maximum of the total fund appropriation under the basic authority.

Inherent in the budget request for State assistance is the reservation of a certain percentage of the appropriation as a contingency fund to be administered by the Secretary. With the rapid growth of State grant funding, the Committee believes this practice may lead to an excessive contingency fund and a \$12 million limitation on this reserve has been included in the bill. The Secretary should supply timely reports to the Committee on the use of this funding.

Administrative expenses.—Because of the reduced Federal acquisition program, the Committee has deleted the \$486,000 increase requested in the Federal portion of administrative expenses. The recommended allowance provides expenses of \$765,000 for Federal programs and \$6,482,000 for State assistance.

HISTORIC PRESERVATION FUND

Appropriation, 1978.....	\$45,000,000
Estimate, 1979.....	45,000,000
House allowance.....	60,000,000
Committee recommendation.....	100,000,000

The Committee recommends an appropriation of \$100,000,000, an increase of \$55,000,000 over the budget estimate and \$40,000,000 over the House allowance. Funding at this level, the full amount authorized, would generate approximately 2,500 acquisition and development projects. Estimates indicate that the States have a current capability for 5,250 projects at a cost of some \$450 million. In addition to generating State and local matching funds, investment in this program will provide highly labor intensive preservation work while helping to save structures important to our cultural heritage. Committee recommendations are detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Grants-in-aid.....	\$39,050,000	\$91,350,000
National Trust for Historic Preservation.....	4,800,000	6,500,000
Administrative expenses.....	1,150,000	2,150,000

Within the increased funding, the Committee designates \$5,000,000 for maritime heritage preservation. Vessels and other maritime structures represent some of the Nation's most colorful relics but are also the most susceptible to deterioration. The Committee hopes this funding designation will help establish the proper priority for maritime projects.

The Committee urges the Secretary of the Interior to waive the 50-50 matching ratio for survey and planning and implement the 70-30 rate pursuant to Public Law 89-665, sec. 102(c). The Committee believes that in implementing this funding steps should be taken to ensure that no State would reduce its level of contribution as a result of 70-30 funding in order to assure that the increased funding will accelerate State, local and private efforts to identify historic resources. The Committee recommends that 70-30 funding be implemented at this time to assure a more comprehensive State survey of historic properties and a more complete National Register of Historic Places.

The Committee is disturbed that no clear procedure for allocating fiscal 1979 grants-in-aid has been adopted by HCRS. Several plans and formula changes were under consideration, but no clear allocation system was available during the Committee's budget hearings and afterward. In view of the sharp increase recommended for this grant program, the Committee will expect HCRS to develop allocation methods and procedures as quickly as possible, certainly before September 30, 1978. Any substantial change in the 1978 apportionment process should be submitted in advance to the House and Senate Committees on Appropriations for review and approval.

A Secretary's discretionary fund amounting to 5.4 percent of the total grant funding, or \$2,005,000, was established as part of revised allocation procedures in the current year. The Department has indicated plans to maintain this reserve at about 5 percent of grant funding in fiscal 1979. Because of the rapid growth of this program, the Committee believes a discretionary reserve of \$3 million is more than adequate and has included a limitation to that effect in the bill. A portion of this reserve, \$1 million, is to be a matching grant to the Trust for the endangered properties fund. The balance will be utilized as challenge grants to States submitting creative and innovative proposals for historic preservation activities. As with the contingency reserve under the Land and Water Conservation Fund, these grants should be committed only with the prior approval of the Secretary.

The Committee recommends deletion of House bill language prohibiting grants for renovation of State and local government buildings still in active use and requiring at least 60 percent of all grants to be restricted to neighborhood preservation and conservation in historic districts. Although the Committee does not disagree with the general intent of these provisions it fears the restriction cannot be fairly and effectively applied in all states and localities. In lieu of inflexible restrictions in law, the Committee calls upon HCRS to prepare for approval by the House and Senate Committees on Appropriations proposed regulations designed to achieve the intent of the House provisions, that is, historic preservation grants should not be used to supplant or supplement State and local government building maintenance, and they should be directed whenever feasible and desirable to rehabilitating decaying but historic urban areas. With the substantial increase recommended for historic preservation grants, it is essential that the sanctity of the program be maintained and that these funds be effectively channeled into legitimate historic preservation projects for the maximum public benefit.

U.S. FISH AND WILDLIFE SERVICE

RESOURCE MANAGEMENT

Appropriation, 1978.....	\$169,279,000
Budget estimate, 1979	191,937,000
House allowance	196,695,000
Committee recommendation.....	194,508,000

The Committee recommends an appropriation of \$194,508,000, an increase of \$2,571,000 in the budget request and a reduction of

\$2,187,000 in the House allowance. Allocations by activity are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Habitat preservation:		
Environmental contaminant evaluation.....	\$11,540,000	\$10,058,000
Resource development planning.....	14,788,000	13,523,000
Biological services.....	13,309,000	12,959,000
Cooperative units.....	3,754,000	4,854,000
Wildlife resources:		
Migratory birds.....	52,848,000	52,363,000
Mammals and nonmigratory birds.....	13,097,000	13,497,000
Animal damage control.....	11,757,000	17,782,000
Interpretation and recreation.....	12,531,000	12,531,000
Fishery Resources.....	32,427,000	33,662,000
Endangered species.....	19,442,000	18,000,000
Administration.....	6,444,000	6,000,000
Payment to working capital fund.....		-108,000
Pay cost reduction.....		-613,000

Habitat preservation.—The Committee recommendation for habitat preservation includes sufficient funding to maintain wildlife environmental programs at the fiscal 1978 level, \$1,000,000 additional to cover operating cost increases for cooperative wildlife research, and an increase of \$100,000 to initiate a cooperative wildlife unit at the University of Georgia. The Committee continues to be concerned that the environmental review and protection programs in this activity tend to overlap responsibilities of the Environmental Protection Agency and other Interior Department agencies. These programs have experienced rapid growth in recent years, and the Committee has not approved nearly \$4,000,000 in additional expansion requested for fiscal 1979.

Wildlife resources.—The Committee has concurred in House reductions totaling \$485,000 in the migratory birds program but has reduced a \$500,000 increase for marine mammal protection grants by \$100,000 to conform to the authorization ceiling. Increases totaling \$6,025,000 are recommended for the animal damage control program, to be allocated as follows:

Predator control operations.....	+\$4,000,000
Research:	
Pine vole damage to fruit orchards.....	+1,300,000
Blackbird damage to sunflower crops.....	+425,000
Lure crops for migratory waterfowl.....	+300,000

The Committee is aware that predator control programs for protection of western livestock are undergoing yet another Secretarial review. Unfortunately, a series of policy studies over recent years has not produced any noteworthy improvements and western cattle and sheep herds continue to suffer unacceptable losses. The Committee hopes that a realistic and effective policy can be developed in this difficult area. Meanwhile, the increase provided for operations is designed to sustain a needed level of Federal assistance.

The Service should consider the research resources of the North Dakota State University in conducting the blackbird control studies.

The Committee recognizes that the U.S. Fish and Wildlife Service and the citizens of southwestern Oklahoma have been working together to assure multiple use of the Wichita Mountain Wildlife Refuge. The Committee recommends that the management of the

Wichita Mountain Wildlife Refuge be given the flexibility to utilize its fiscal year 1979 appropriations for recreation facilities if the U.S. Fish and Wildlife Service determines that improved recreation at the refuge is appropriate.

Fishery resources.—A total of \$1,035,000 in additional operating support for hatcheries and research facilities under fishery resources is to be allocated as follows:

White River NFH	+\$65,000
Warm Springs NFH	+100,000
White Sulphur Springs NFH.....	+20,000
Leetown fishery research lab	+500,000
LaCrosse fishery research lab	+350,000
Dale Hollow NFH.....	+100,000
Erwin NFH.....	+100,000

Endangered species.—The Committee recommendation for endangered species includes a reduction of \$1,442,000 in the \$3,877,000 increase requested for planning and coordination. The decrease allows one-half the requested increase for consultation and assistance. The Committee feels the \$7,020,000 allowance for planning and coordination is more than sufficient to meet the Service's increased consultation needs.

The total recommended for endangered species also includes \$3,369,000 for species and habitat management, \$4,611,000 for research and enforcement, and \$3,000,000 for grants-in-aid.

The Committee has agreed with House reductions totaling \$1,165,000 for administration, working capital fund, and pay cost annualization.

Within available funds, the Committee directs that up to \$50,000 be provided for a special agent for law enforcement in West Virginia.

CONSTRUCTION AND ANADROMOUS FISH

Appropriation, 1978	\$68,660,000
Estimate, 1979	89,943,000
House allowance	96,153,000
Committee recommendation.....	96,479,000

The Committee recommends an appropriation of \$96,479,000, an increase of \$6,536,000 above the budget estimate and \$326,000 above the House allowance. Recommended allowances are displayed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Development of refuges	\$26,273,000	\$28,517,000
Restoration of refuge facilities	48,759,000	48,759,000
Hatchery construction	9,600,000	14,764,000
Fishery research facilities	1,700,000	2,200,000
Savings and slippage		—1,372,000
Anadromous fish.....	3,611,000	3,611,000

Recommended increases in the budget request are for the projects listed below:

White River NFH.....	\$915,000
Iron River NFH.....	2,000,000
Wolf Creek NFH.....	713,000
Bowden NFH.....	144,000
White Sulphur Springs NFH.....	192,000
New London NFH.....	1,200,000
National Fishery Research Center, Wash.....	500,000
Wichita Mt. Refuge, Okla.....	704,000
DeSoto Bend NWR, interpretive center for steamboat Bertrand.....	1,540,000

The amount recommended for the New London hatchery in Minnesota is for phase II construction of a visitor center, aquarium, and auditorium structure, including a library and alternate energy efficient package, that has been designated by the Secretary as the Hubert H. Humphrey Interpretive Education Center.

The funding for Wichita Mountain Refuge is to replace flood damage to the Mt. Scott road.

The Committee is in agreement with the House reduction of \$1,372,000 to be realized from program slippage and anticipated project savings. This reduction is directed at the entire construction program of the Service, including unobligated funds from prior years.

MIGRATORY BIRD CONSERVATION ACCOUNT

(Definite, Repayable Advance)

Appropriation, 1978.....	\$10,000,000
Estimate, 1979.....	10,000,000
House allowance.....	10,000,000
Committee recommendation.....	10,000,000

The Committee recommends an appropriation of \$10,000,000, the same as the budget estimate and the House allowance, for acquisition of land for refuges through advances to be repaid from future year receipts. This funding, together with estimated receipts from the sale of duck stamps, will allow acquisition of more than 65,000 acres of wetland habitat. In the event that proposed legislation increasing the duck stamp fee is enacted, the acreage to be acquired will be increased to nearly 84,000 acres.

DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Appropriation, 1978.....	\$150,000
Estimate, 1979.....	150,000
House allowance.....	150,000
Committee recommendation.....	150,000

The Committee recommends an appropriation of \$150,000, the same as the budget estimate and the House allowance. Recreational user fees on selected areas managed by the Fish and Wildlife Service provide the source of funding for this account. Revenues for this account will be used to support increased collections in new areas and support for expanded public recreational use.

NATIONAL PARK SERVICE

OPERATION OF THE NATIONAL PARK SYSTEM

Appropriation, 1978.....	\$323,152,000
Estimate, 1979	363,714,000
House allowance	382,317,000
Committee recommendation	367,631,000

The Committee recommends an appropriation of \$367,631,000, an increase of \$3,917,000 over the budget estimate and a \$14,686,000 reduction below the House allowance. The following activity table details the recommended allowances:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Park management	\$346,756,000	\$352,481,000
Forest fire suppression and rehabilitation	1,200,000	1,200,000
Executive direction	6,037,000	6,000,000
Park, recreation and wilderness planning	4,710,000	4,386,000
Cooperative programs	4,208,000	3,208,000
Statutory or contractual aid for other activities	803,000	1,852,000
Payment to working capital fund		-155,000
Pay cost reduction		-991,000
National visitors center		-350,000

Park management.—Although the Committee recommends increases totaling \$5,725,000 in the park management activity—more than \$30 million over current funding—the allowance is \$17,651,000 below the budget additions approved by the House. The Committee does not quarrel with the intent of the House add-ons but feels spending increases for parks need to be constrained in this period of rampant inflation. Further, the Committee is mindful of still more park expansion proposals now awaiting congressional authorization. According to estimates furnished to the Committee by the Department, these new or expanded park units will cost more than \$1.5 billion to acquire and develop. Estimated annual operating costs can go as high as \$4.8 million. Those figures do not include the massive park expansion that is being proposed in Alaska. The Committee recommendation is more than adequate to meet current needs for new and existing park areas. The Park Service must improve its own program management, meanwhile, to make its activities more effective and less costly. Committee changes in the budget request for park management are detailed below:

Management of park areas	+\$599,000
Concessions management	+300,000
Interpretive services	+850,000
Visitor protection and safety	+600,000
Maintenance	+3,876,000
Information publications	-500,000

Recommended increases include \$1,299,000 to begin operations at newly authorized Lowell NHP, Mass.; \$90,000 for community law enforcement assistance, Harpers Ferry NHP, W. Va.; \$174,000 for improving the Shrine of the Ages, Grand Canyon NP, Ariz.; and additional support for the Indiana Dunes NL research resource management program. No additional helicopter services are included in the increase for visitor protection. The information publications reduction will help the Park Service confine its efforts mainly to existing park areas. Public information needs can then be served effectively within the \$2,432,000 allowance.

Park, recreation and wilderness planning.—Reductions recommended in park, recreation and wilderness planning include \$60,000 for new area studies and \$264,000 for land use studies. A primary justification for the \$464,000 land use studies request was the need for preacquisition work in proposed new areas. This work is now authorized and funded under the Land and Water Conservation Fund.

Other activities.—Under cooperative programs the Committee has recommended a \$1,000,000 reduction in the \$2,356,000 requested mainly for preauthorization work in the 42 million acre park expansion area proposed by the administration in Alaska. The bulk of preauthorization planning has already been completed and planning funds are abundantly provided elsewhere in the Park Service budget. The Committee allowance is sufficient to continue, in cooperation with the Bureau of Indian Affairs, validation of historic and archeological sites that will be transferred to Alaska Native corporations.

Increases recommended under statutory or contractual aid include \$549,000 for operation of the Lowell Historic Canal Commission and \$500,000 for assistance payments to Grand Canyon unified school district.

The recommended allowance for the National Visitors Center restores all but \$350,000 of the \$4,709,000 decrease approved by the House. Although the administration has proposed transferring the bulk of the Union Station operation in the District of Columbia to the Department of Transportation, the Park Service is required to continue leasing and operating the station as a visitors center until Congress authorizes any change.

CONSTRUCTION

Appropriation, 1978.....	\$161,442,000
Estimate, 1979	121,328,000
House allowance	111,775,000
Committee recommendation.....	130,391,000

The Committee recommends an appropriation of \$130,391,000, increasing the budget estimate by \$9,063,000 and the House allowance by \$18,616,000. Both the Committee recommendation and the House allowance involve considerable changes in the budgeted program.

House changes, involving increases of \$30,354,000 and decreases of \$39,907,000, were based on a report of the House Appropriations Committee investigative staff that found fault with Park Service methods for planning and cost estimating. The investigative report also indicated many facilities had been overdesigned or overbuilt. Many of the House changes resulted from reestimates of the Park Service after the agency reviewed its requests. The Committee has agreed to those changes. The House also deleted or modified several projects for lack of adequate authorization ceiling. The Committee has agreed to those changes, too, with certain modifications. Other House decreases stemmed from a judgment that Park Service estimates were not based on proper planning. The Committee agreed with most of these reductions but did restore or modify several and

add two new projects. Finally, the House imposed a \$10 million general reduction based on unobligated balances, savings and slippages. The Committee could not substantiate a reduction of more than \$3 million. Senate changes involve increases of \$31,518,000 and decreases of \$22,455,000. Budget increases and restoration of House decreases are detailed below:

Recommended increases in budget estimates

Advance planning.....	\$2,688,000
Bunker Hill monument rehabilitation	271,000
Cumberland Gap NHP, road relocation planning	1,100,000
Cuyahoga Valley NRA, planning and development	500,000
Fort Vancouver NHS project planning	144,000
Glen Canyon HRA:	
Wahweap area sewage lagoon	300,000
Office facility planning	243,000
Grand Canyon NP utilities and roads.....	30,000
Great Smoky Mountains NP sewage disposal	89,000
Haleakala NP summit road construction	397,000
Harpers Ferry NHP historic and transportation planning	163,000
Independence Hall NHS grounds development	708,000
Indiana Dunes NL—Bailly contact station.....	26,000
Jefferson National Expansion Memorial landscaping	1,655,000
Lowell NHP development	3,462,000
Manassas NBP visitor center rehabilitation	44,000
Mount Rainier NP sewage and road repairs	422,000
Natchez Trace Parkway:	
Section 3B, Miss	15,000,000
Section 2-D-3, Ala.....	3,500,000
Natchez and Nashville area planning.....	500,000
Rock Creek Park nature center	30,000
Sewall-Belmont House NHS renovation	150,000
Theodore Roosevelt NMP sanitary dump station.....	96,000

House reductions restored

Andrew Johnson NHS.....	\$249,000
C. & O. Canal NHP	89,000
Cape Cod NS.....	278,000
Carlsbad Caverns NP	70,000
Channel Islands NM	716,000
Cowpens NB.....	2,709,000
Everglades NP.....	60,000
Ft. Davis NHS	98,000
Gila Cliff Dwellings NM.....	131,000
Grant-Kohrs Ranch NHS	56,000
Gulf Islands NS.....	4,088,000
Harpers Ferry NHP	1,438,000
Hopewell Village NHS	618,000
Jefferson National Expansion Memorial	544,000
John Day Fossil Beds NM.....	100,000
National Capital Region.....	210,000
Padre Islands NS	308,000
Slippage and savings.....	2,000,000
Reduction due to unobligated balances	5,000,000

The Committee also recommends deletion of \$1,310,000 requested for preservation of Fort Pickens to bring the total recommended for Gulf Islands National Seashore within the authorization ceiling.

The increase of \$3,462,000 for Lowell National Historic Park includes \$1,109,000 to the Park Service for initial rehabilitation schematics of historic structures, and \$2,353,000 to the Lowell

Historic Canal Commission for land acquisition and initial rehabilitation work.

The Committee shares the concern expressed by the House Committee over the reservation and use of a contingency assessment on each project. The Park Service will be expected to report to both committees in advance of the next budget cycle on practices and procedures for expending contingency funds, including specific outlays in fiscal 1977 and 1978. The Service should also report on the use of lump sum funds for the same fiscal years.

Within available funds, the Committee directs that \$346,000 be provided to complete development of the Fort Scott Historic Area, when authorized, and that \$600,000 be used for road repairs in Yellowstone NP.

PLANNING, DEVELOPMENT, AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1978	\$14,000,000
Estimate, 1979	15,478,000
House allowance	15,478,000
Committee recommendation.....	15,478,000

The Committee recommends an appropriation of \$15,478,000, the same as the budget estimate and the House allowance. Entrance fees collected at certain units of the Park system provide for this account, which will be used for fee enhancement, visitor transportation systems, exhibits, and repair and construction of recreational structures.

JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

Appropriation, 1978	\$3,750,000
Estimate, 1979	4,066,000
House allowance	4,055,000
Committee recommendation.....	4,055,000

The Committee recommends an appropriation of \$4,055,000, \$11,000 below the budget request and the same as the House allowance, for operations and maintenance of the nonperforming arts areas and functions of the Kennedy Center.

Any changes in agreements between the Park Service and the Kennedy Center that might serve to increase direct Federal support should be submitted to the Committee for review and approval.

ENERGY AND MINERALS

GEOLOGICAL SURVEY

SURVEYS, INVESTIGATIONS, AND RESEARCH

Appropriation, 1978.....	\$363,547,000
Budget estimate, 1979	398,363,000
House allowance	419,689,000
Committee recommendation.....	395,127,000

The Committee recommends an appropriation of \$395,127,000, reducing the budget request by \$3,236,000 and the House allowance

by \$24,562,000. Recommended changes in the budget estimates, including increases of \$2,850,000 and reductions of \$6,086,000, are detailed below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Topographic surveys and mapping.....	\$61,052,000	\$63,052,000
Geologic and mineral resource surveys and mapping.....	130,153,000	128,303,000
Water resources investigations.....	88,795,000	87,092,000
Conservation of lands and minerals:		
OCS activities.....	48,520,000	48,220,000
Federal and Indian lands.....	34,304,000	34,704,000
Land information and analysis.....	20,078,000	20,078,000
General administration.....	3,696,000	3,696,000
Facilities.....	11,765,000	11,765,000
Pay cost annualization.....		-1,131,000
Working capital fund payments.....		-152,000
Travel.....		-500,000

In its effort to control spending increases, the Committee felt compelled to reduce or delete unbudgeted House add-ons totaling \$22,609,000. Most of the House increases were well-justified and directed at accelerating mapping, resource surveys and other programs, either to reduce backlogs or to anticipate needs arising from recent developments. While supportive of these goals, the Committee believes some needs must be deferred to offset energy-related increases. In other cases the Committee believes requirements not anticipated in the budget formulation should be at least partially absorbed by the Survey. Those that cannot should be justified in supplemental appropriation requests.

Topographic surveys and mapping.—The increase provided for topographic surveys and mapping is for quadrangle mapping and revision, including \$500,000 to continue map inventory control improvements begun in fiscal 1978 and \$1,500,000 to reduce the growing backlog in mapping revisions.

Geological and mineral resource surveys and mapping.—Reductions totaling \$1,850,000 are recommended under the geological and mineral resource activity as follows:

Earthquake hazards reduction.....	-\$200,000
Land resource surveys.....	-650,000
Energy resource surveys.....	-1,000,000

In view of the rapid expansion in the earthquake hazards reduction program in the current year, the Committee recommends that \$200,000 of the requested \$746,000 increase for regional hazard studies be absorbed.

Under land resource studies, the Committee recommends \$750,000 of the \$1,000,000 requested to initiate climate change studies. A \$400,000 reduction in the request for environmental aspects of energy is aimed at eliminating duplication of other agencies' studies in this area.

Under energy resource surveys, the Committee recommends a reduction of \$250,000 in the \$1,000,000 increase requested for uranium/thorium assessment and a \$750,000 decrease in the \$2,000,000 increase proposed for geothermal studies. If needed, the full increases can be funded by reductions in lower priority studies.

The Committee has deferred a \$3,600,000 increase approved by the House for mineral resource surveys for National Forest lands ex-

pected to be identified for wilderness potential under the current roadless area evaluation study. The Survey acknowledged that its needs cannot be reliably estimated until the Forest Service completes the review in fiscal 1979. The Committee expects that any additional mineral survey needs can be partly absorbed and the balance justified in a supplemental appropriation request.

Water resource investigations.—Net reductions of \$1,703,000 are recommended for water resources studies, comprised of an increase of \$1,397,000 in the Federal program and a \$3,100,000 decrease in critical national water problems. The Federal program increase involves \$197,000 to restore a budget cut in basic data collection and \$1,200,000 for continuing development of an airborne laser profiling system for topographic mapping. The \$1,000,000 portion of fiscal 1978 funds should now be obligated for the profiler development. Under critical national water problems, the Committee reduction applies to the \$5.1 million increase budgeted for nuclear energy hydrology. The Survey proposed to increase its ongoing low-level nuclear waste studies by \$200,000 and initiate high-level investigations at a cost of \$4,900,000. The Department of Energy has budgeted a \$52,000,000 program for its own nuclear waste disposal studies, with \$8,000,000 of it planned for reimbursement to the Geological Survey. The Committee believes the Survey's request should be held to a \$2,000,000 increase—providing \$4,095,000 in total—to encourage closer coordination and cost savings.

The Committee has not agreed to House budget increases of \$2,000,000 for improved automated data equipment and \$4,800,000 for hydrologic studies in support of renewed coal leasing. The data equipment increase would initiate a 5-year, \$10,500,000 program in satellite telemetry for which the Committee will require much more comprehensive justification, including cost-benefit analyses. While the Committee agrees with the House that more funding will be needed for coal hydrology, some of the cost should be absorbed and the balance should be justified in a supplemental appropriation request.

In view of pressing energy-related funding demands, the Committee has not approved the House increase of \$3,712,000 for Federal-State water resource programs but does recommend the budgeted \$800,000 increase.

Conservation of lands and minerals.—The Committee recommends a \$300,000 reduction in Outer Continental Shelf oil and gas activities and a \$450,000 decrease in Federal and Indian lands geothermal, oil shale and nonenergy leasing. This is offset by an \$850,000 increase, in agreement with the House, to classify and evaluate tracts that are subject to renewed coal leasing. The total recommended for conservation of lands and minerals increases current funding by \$5,438,000.

Land information and analysis.—The Committee recommends the budget request for land information and analysis, an increase of \$1,912,000 over fiscal 1978 funding. House increases totaling \$750,000 for the earth resources observation system and land resource data, although worthy, have been foregone in favor of higher priority needs.

EXPLORATION OF NATIONAL PETROLEUM RESERVE IN ALASKA

Appropriation, 1978.....	\$209,541,000
Estimate, 1979.....	185,548,000
House allowance.....	216,048,000
Committee recommendation.....	251,998,000

The Committee recommends an appropriation of \$251,998,000, increasing the budget estimate by \$66,450,000 and the House allowance by \$35,950,000. The following table displays the recommended allowances by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Evaluation and assessment:		
Exploratory drilling.....	\$154,195,000	\$184,695,000
Geophysical exploration.....	23,165,000	23,165,000
Geologic investigations and evaluations.....	4,040,000	4,040,000
Barrow area exploration and development:		
Operation and maintenance.....	1,389,000	1,389,000
Exploration and development.....	382,000	36,332,000
Environmental restoration.....	2,377,000	2,377,000

The Committee is in agreement with the House increase of \$30,500,000 for continuing exploration activities at the level contemplated in the original Navy plan for the National Petroleum Reserve in Alaska. The budget proposal contemplates winding down exploration in fiscal 1979 and no drilling at all in fiscal 1980 pending an evaluation of the resource potential. In the Committee's judgment, it would be costlier in the long run to interrupt exploratory drilling because of termination costs and the long leadtime needed to ship material into this remote Arctic wilderness.

An increase of \$35,950,000 is recommended to continue development in the Barrow area gas fields. Natural gas is the only local fuel available to the remote arctic community. Water intrusion and dependence on marginal wells have weakened the reliability of production in the south field, where the Survey estimates recoverable gas could be depleted in 5 years at current production rates. Although the Navy has discovered a new field about 10 miles east of the south Barrow field, the budget request would only fund continued operations at south Barrow and custodial services at east Barrow. The Committee believes continued development at east Barrow is essential to meet the requirements of the Naval Petroleum Reserves Act of 1976 making the Secretary responsible for supplying gas to Barrow and neighboring Federal installations.

The Committee has included language in the bill clarifying the authority of the Geological Survey to extend its environmental restoration activities associated with the National Petroleum Reserve in Alaska to the adjacent Gubic and Grandstand areas. Litter and debris at these sites are the result of Federal activities, and the Committee feels they should be included in the ongoing cleanup effort.

BUREAU OF MINES

MINES AND MINERALS

Appropriation, 1978.....	\$135,270,000
Estimate, 1979.....	121,329,000
House allowance.....	132,667,000
Committee recommendation.....	118,058,000

The Committee recommends an appropriation of \$118,058,000, a decrease of \$3,271,000 below the budget estimate and \$14,609,000 below the House allowance. The recommendation is detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Metallurgy research.....	\$28,645,000	\$28,345,000
Mining research.....	57,431,000	57,131,000
Mining environmental research.....	14,616,000	12,257,000
Data collection and analysis.....	15,327,000	15,327,000
Mineral land assessments.....	5,310,000	5,310,000
Pay cost and annualization.....		—204,000
Working capital fund payments.....		—108,000

The reduction under metallurgy research applies to expansion of basic research into recovery of accessory mineral recovery. These accessory elements are incidental to the main output of the mineral process. While the potential technology could have pollution control benefits, the Committee feels that savings can be achieved at the basic research stage. Accordingly, the proposed increase has been reduced by roughly one-third.

The recommended level for mining research denies the requested increase of \$300,000 for basic research for demonstrating in-situ mining alternatives. The base funding of \$2.3 million is considered sufficient.

The recommendation for mining research also deletes House health and safety research increases totaling \$9,549,000. The budget request for mine health and safety research sustains a \$10,000,000 increase provided by Congress in fiscal year 1978. The Committee feels the budgeted level is adequate to continue this important work in reducing fatalities and improving health and safety.

The Committee recommends reductions totaling \$2,359,000 under mining environmental research. These include \$1,299,000, in agreement with the House, for the innovative mining systems program; \$500,000 for expanded research under environmental control technology; and \$560,000 for land use planning studies under mined land reclamation technology.

The full budget estimate for mineral land assessments is recommended, deleting a House increase of \$3,400,000 related to work in support of wilderness evaluation of roadless areas by the Forest Service. As noted earlier, the Forest Service evaluation will not be complete for several months and no reliable estimate of mineral assessment costs is now available. Should circumstances later justify the need for accelerated mineral assessments, the Committee will consider supplemental funding for both the Bureau of Mines and the Geological Survey. Within the amount available for mineral land assessments, \$600,000 should be used to conduct important supplemental field studies of proposed Alaska land withdrawals,

including areas considered for 7 national wildlife refuges and 8 national parks and preserves.

In agreement with the House, the Committee recommends reductions of \$204,000 in pay costs and \$108,000 in working capital fund payments.

The House Committee called for Bureau of Mines studies on the need for more mine dust control research and for coal miner training. Both studies were to produce recommendations for new or expanded programs jointly supported by government and industry. The Bureau is already involved in dust control studies, and \$3,250,000 is budgeted for this work in fiscal 1979. Any additional high priority needs that can be identified should receive consideration in the normal budgetary process. The Committee does agree, however, that active participation by industry should be encouraged. Training of coal miners, primarily an industry responsibility, more properly falls within the jurisdiction of the Labor Department's Mine Safety and Health Administration. MSHA, in consultation with the Department of Energy, could most effectively address the possible need for Federal participation or stimulus.

HELIUM FUND

(Permanent Contract Authority)

Appropriation, 1978.....	
Estimate, 1979	\$47,500,000
House allowance	
Committee recommendation.....	

The Committee recommends rescission of permanent contract authority for fiscal year 1979 for the helium fund, in agreement with the House. Current helium reserves would provide a supply equal to nearly 100 years of current domestic consumption.

The Bureau of Mines conducted a study of the helium situation in conjunction with the Department of Defense, the Department of Energy, and the National Aeronautics and Space Administration, which concluded that the purchase of helium for storage by the Federal Government is unwise. Options which would encourage the conservation of helium, such as tax incentives and efforts to reduce venting, are under further consideration by the study group. The Committee looks forward to the results of this segment of the study and any recommended courses of action that the Bureau may forward.

OFFICE OF SURFACE MINING RECLAMATION AND ENFORCEMENT

REGULATION AND TECHNOLOGY

Appropriation, 1978.....	\$30,880,000
Estimate, 1979	¹ 43,661,000
House allowance	39,344,000
Committee recommendation.....	48,944,000

¹ Includes amendment of \$5,900,000 contained in S. Doc. 95-106 not considered by House.

The Committee recommends an appropriation of \$48,944,000, increasing the revised budget estimate by \$5,283,000 and the House

allowance by \$9,600,000. Comparative allocations by activity are tabulated below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
State regulatory program grants:		
Interim enforcement.....	\$13,400,000	\$13,400,000
Permanent program development	4,000,000	4,000,000
Permanent program operations	1,500,000	1,500,000
Federal regulatory programs:		
Development of permanent programs.....	4,107,000	4,007,000
Federal inspection and enforcement	13,632,000	13,382,000
Technical support.....	7,022,000	6,872,000
Mineral institutes:		
Program grants		2,200,000
Research grants.....		3,300,000
Program direction.....		300,000
Pay cost annualization.....		-17,000

A budget amendment submitted in early June proposed increasing State interim enforcement grants from \$7,500,000 to \$13,400,000 to meet increased needs not anticipated in the original budget development. The Committee has recommended the full revised estimate and concurrently has approved a reprogramming for similar adjustments in the current fiscal year.

Reductions totaling \$500,000 are recommended for Federal regulatory programs, mainly to account for program slippage resulting from the late arriving fiscal 1978 startup appropriation.

Although \$5,700,000 was appropriated to initiate the mineral institutes program in the current year, no funding was budgeted for fiscal 1979. The Committee recommends \$5,800,000 to continue this State research and training program in the form authorized by Surface Mining and Reclamation Act of 1977. The House approved \$1,600,000 and its Committee report recommended confining the program to regional centers, or "centers of excellence," in Pennsylvania, Mississippi, and Utah. Regional direction for the program may be beneficial, but the Committee cannot agree to limiting a program already being initiated in 20 States to three centers. The Committee continues to support designated mineral institutes as provided in section 301 of the authorizing act with grants available in each State with a qualified and designated college or university.

ABANDONED MINE RECLAMATION FUND

Appropriation, 1978	\$36,647,000
Estimate, 1979.....	70,861,000
House allowance	77,851,000
Committee recommendation.....	78,451,000

The Committee recommends an appropriation of \$78,451,000, increasing the budget estimate by \$7,590,000 and the House allowance by \$600,000. The following table details the recommended allowances:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
State reclamation program grants	\$10,000,000	\$10,000,000
Federal reclamation programs:		
Fund management.....	8,690,000	8,690,000
Interior reclamation projects.....	30,835,000	33,835,000
Rural lands reclamation	10,128,000	10,128,000
Technical support.....	1,208,000	808,000
Small operator assistance.....	10,000,000	15,000,000
Pay cost annualization.....		-10,000

An increase of \$3 million is recommended to expand the Federal program to reclaim mined lands, with proper emphasis on those areas that pose immediate hazards to public health and safety. The House approved a \$7 million increase and earmarked \$16 million of the total available funding to coal area projects in Pennsylvania and Illinois. The Committee cannot responsibly agree to confining nearly one-half the available Federal reclamation funds to portions of only two States. Instead, as proposed in the President's budget, initial Federal reclamation efforts should be concentrated on hazardous areas that are identified in all eligible States. Efforts should be directed primarily at dangerous wastebanks and mine impoundments, subsidence in urban areas, and mine drainage that threaten water supplies. Until a basic inventory of reclamation needs is complete, OSM has already moved to identify those areas that meet the "extreme danger" criteria. States and other Federal agencies are reviewing past and current studies so that the most urgent projects can be targeted. The Committee will expect this process to channel reclamation funds impartially to the most pressing needs.

The Federal reclamation program should be administered by OSM with assistance from the Bureau of Mines and other appropriate agencies.

An additional \$5,000,000 is included for assistance to small mine operators, providing a total of \$15,000,000. Any further needs that might be identified within the pending authorization increase can be considered in a supplemental appropriation.

The Committee has deleted \$400,000 of the technical support request that provides for a cataloging and data center. The Committee cannot support establishment of such a center until the required needs assessment report is submitted to the House and Senate Appropriations Committees. If the center is later approved, available funds should be used to begin its establishment.

In order to avoid a possible conflict between State and Federal officials over implementation of a State abandoned mines reclamation program in North Dakota, and in order to encourage speedy adoption of required regulatory programs, the Committee directs that \$250,000 from the program grants funds be earmarked for use in North Dakota subject to compliance with regulatory requirements in section 405(e) of Public Law 95-87. This funding is to cover the full cost of State development of a reclamation program.

INDIAN AFFAIRS

BUREAU OF INDIAN AFFAIRS

OPERATION OF INDIAN PROGRAMS

Appropriation, 1978.....	\$685,555,000
Budget estimate, 1979	761,256,000
House allowance	791,092,000
Committee recommendation.....	755,087,000

The Committee recommends an appropriation of \$755,087,000, reducing the budget estimate by \$6,169,000 and the House allowance by \$36,005,000. Recommended allowances are detailed below by budget activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Education	\$271,041,000	\$264,441,000
Indian services.....	194,656,000	213,809,000
Economic development and employment	84,719,000	83,835,000
Natural resources	70,303,000	63,234,000
Trust responsibilities.....	42,364,000	36,114,000
General management and facilities	98,173,000	97,511,000
Siletz tribe		450,000
Common program services		-2,788,000
Pay cost annualization.....		-1,302,000
Working capital fund		-217,000

Program management.—The Bureau's operating budget underwent intensive analysis this year as the Committee followed up on a series of program investigations conducted at its request by the General Accounting Office. These investigations largely substantiated the Committee's concern that poor program management by the BIA was undercutting Indian services and slowing the implementation of congressional reforms and policies. In nearly every program area singled out by the Committee for investigation, GAO auditors found serious and sometimes critical shortcomings. The Department and the Bureau did not dispute most of the GAO findings and have outlined plans to follow many of the recommended corrective measures.

This is not the first time that outside inquiries have turned up deficiencies in BIA operations, however. In the past there was little or no effort to correct these continuing problems, establishing a long history of bureaucratic indifference and resistance to change. The result has been a continuing failure to deliver adequate services to the Indian people despite increased funding provided by Congress.

The Committee will not allow this situation to persist. It will expect the BIA to follow the accepted recommendations developed by GAO, and it will look to the Department and the assistant secretary for Indian affairs for the leadership essential to meaningful and lasting reform.

The Committee at this time is not attempting to implement all of the recommendations developed by GAO. Action has been deferred in several instances only because new leadership in the Department and the BIA is currently moving to reorganize the Bureau so that many persistent management problems can be dealt with more effectively. The Committee will expect close communications with the Department on progress being made to achieve these goals.

Steps can be taken later to require action on any GAO recommendations that the Committee or the GAO feels have not been addressed properly.

The Committee wishes to commend GAO as an organization and its personnel individually for the fine work performed in connection with the effort to make Indian programs more effective. In order to have the GAO findings early enough to aid in fiscal 1979 appropriation decisions, the Committee asked for 10 separate investigations to be completed by February 15, 1978—leaving little more than 7 months for this work. GAO set up several investigative teams to carry out this difficult mission, and all reports on findings and recommendations were in the Committee's hands on or before the deadline. Despite the need for haste, the reports were professional, accurate, and constructive. They will be of great value to the Department and the BIA as well as to Congress in assuring more responsible and effective management of Indian programs.

Spending controls.—Funding recommendations developed by the Committee are based in part on GAO findings and are aimed at tightening up program management. The Committee does not believe that incompetence and mismanagement should continue to be rewarded with ever increasing appropriations. Whenever budget requests have not been properly justified, either in the BIA budget submission or in response to questions at the Committee hearings, they have been reduced or denied. Any increases proposed for programs with serious deficiencies, budgeted or otherwise, have also been deferred. In some instances the BIA will need additional funding to strengthen program management, but the Committee does not intend to recommend such increases until they have been reliably justified. Experience has proven repeatedly that increased funding for the Bureau does not necessarily solve problems, improve services, or even provide substantial betterment of Indian welfare.

It should be emphasized that appropriations for Indian programs have been increasing dramatically over the past few years. That growth in funding has been so rapid, in fact, that the Committee must question the effectiveness of Federal spending on behalf of native Americans. This year the total annual appropriation to the BIA, as recommended by the Committee, will exceed the \$1 billion mark. Spending for Indian services elsewhere in the Federal Government will also exceed \$1 billion for the first time, according to latest estimates. This is more than quadruple the same spending as 10 years ago, as detailed in the following table:

FUNDING OF INDIAN PROGRAMS

[In thousands of dollars]

Federal agency	Fiscal year 1969 actual ¹	Fiscal year 1979 estimated
Department of Agriculture	\$18,624	\$11,000
Department of Commerce	30,000	26,100
Department of Defense		21,000
Department of Energy		1,500
Office of Economic Opportunity	28,480	
Department of Health, Education, and Welfare	142,063	611,887
Department of Housing and Urban Development	2,852	124,300
Department of the Interior:		
Bureau of Indian Affairs	230,350	² 1,002,505
All other	2,778	33,899
Department of Justice		5,018
Department of Labor	2,300	213,957
Department of Transportation		907
Small Business Administration	1,506	³ 83,000
Total	458,953	2,135,073

¹ Based on figures developed in fiscal year 1971.

² Excludes \$297,500,000 in Indian Trust Funds.

³ Based on modest growth of \$82,600,000 level in fiscal year 1977.

Until the Department and the BIA can clearly demonstrate that the welfare of the Indian people and the level of Federal services available to them are improving at a rate consistent with these spending increases, the Committee will continue to reject major program increases and insist upon a full accounting from the BIA, directly or through investigations like those just completed by the GAO.

Agency allocations.—The Committee is concerned over charges by Indian witnesses that funding is not allocated fairly among tribal agencies. Spokesmen for the Northern and Southern Pueblos, in particular, felt their tribal agencies were being badly shortchanged on a per capita basis. The BIA, in its response to the Committee, argued that population is only one factor in funding allocation decisions. The extent and nature of trust lands and resources and economies of scale, for example, could have a major bearing on funding needs. Nevertheless, the Committee remains concerned that services provided by the two Pueblo agencies, and perhaps several other agencies, may not be up to par with those provided Indian tribes through other agencies. Accordingly, the Committee asks the BIA to conduct a review of its allocation procedures and to determine before the next budget cycle whether adjustments might be in order.

Education.—The \$6,600,000 reduction in the budget request for education programs involves increases of \$5,000,000 for special education and \$1,000,000 for Labre School operations and reductions of \$11,653,000 in school operations and \$947,000 in Johnson-O'Malley assistance to public schools. The Committee has deleted a \$653,000 increase requested for general education and training and allowed only \$4,000,000 of the proposed \$12,000,000 increase for BIA school operations because of inadequate justifications. Additionally, the Committee has reduced the \$33,200,000 request for off-reservation

boarding schools by \$3,000,000. The GAO reported these schools are being badly managed and underutilized, and the reduced allowance is intended to stimulate more effective spending practices.

The GAO report is a serious indictment of off-reservation boarding school operations. The Committee expects the BIA will begin immediately to address the issues of underutilization of facilities, appropriate educational programs, and staffing needs. In some cases, controversial decisions will be required, including consolidation of schools, but it is possible to provide a more responsive educational program while reducing costs at these schools if a determined and professional approach is adopted. The Bureau should make a progress report to the Committee before submitting its fiscal 1980 budget request.

The Committee is troubled by the wide variation in per-pupil funding, particularly among previously private schools and other facilities operated under Indian contracts. The BIA should investigate this problem and effect the necessary improvements for equitable funding, with a report to the House and Senate Committees on Appropriations by January 30, 1979.

The Committee directs the Bureau to maintain the \$2 million earmarked for special education in fiscal year 1978 in its fiscal year 1979 school operations budget to meet the needs of handicapped children as required by Public Law 94-142. The Bureau is also directed to report back to the Committee by December 31, 1978, as to how the total of \$7 million is being obligated.

In establishing an education program for handicapped Indian children, the Bureau has determined that in many areas the incidence of handicapping conditions is insufficient to justify establishing costly local programs. In some States, Alaska for example, local school districts have the capability to provide services to handicapped children in BIA attendance areas. The Committee urges the BIA to enter into cost reimbursable contracts with State or local education agencies, where possible, to provide services to handicapped children. This arrangement will be more cost effective and reduce the need for additional Bureau personnel.

The reduction in Johnson-O'Malley reflects the Bureau's downward revision in estimated students to be served by the program.

The Committee has provided the full budget request, \$41,406,000, for continuing education, including \$26,765,000 in higher education scholarships. In response to GAO recommendations, the BIA should do a better job of counseling Indian students and insuring that their special needs are met at the colleges they attend. If additional staffing is needed, as suggested by GAO, the Committee will consider a well-justified supplemental appropriation request to fill any existing gaps.

The need for adult education for Alaskan Natives has not been addressed by the BIA. Therefore, the Committee directs that at least \$600,000 be made available to the Juneau Area Office for this program in fiscal year 1979.

Indian services.—An increase of \$19,153,000 recommended for Indian services includes the following changes:

Tribal government services.....	—1,847,000
Law enforcement	—1,800,000
Housing.....	+10,000,000
Self-determination services.....	+12,800,000

Reductions in tribal services of \$1,487,000 for aid to tribal governments and \$360,000 for tribal courts are based on vague justifications for program increases. There are also no clear justifications for the \$3,662,000 increase requested for law enforcement, and the BIA was unable to estimate reduced needs arising from the *Oliphant* decision of the Supreme Court, so the Committee approved only one-half the added funding.

The increase in the \$20,284,000 request for housing is directed mainly at those areas not served effectively by programs of the Department of Housing and Urban Development, particularly Alaska. The additional funding should be used by the Central Office in accordance with the plan developed in response to the GAO recommendations to the Secretary of the Interior. Amounts needed for Coushatta and Miccosukee tribal services and to complete the rehousing of Venetie Village in Alaska are also included in the housing increase.

In agreement with the House, the Committee recommends adding \$12,800,000 for self-determination services to provide for Indian contractors' overhead costs, which the BIA badly underestimated in both fiscal 1978 and 1979.

The Committee recommends the full \$87,933,000 request for social services although much of the \$8,295,000 increase was not adequately justified. It is expected that savings can be achieved, particularly through offsetting assistance under the Comprehensive Employment and Training Act (CETA), and that these savings should be applied to any shortfall in welfare assistance. This will avert the need for a supplemental request such as the one now pending for fiscal 1978.

Economic development and employment.—The reduction in programs for economic development and employment includes deletion of an unjustified \$780,000 increase in business enterprise development and a decrease of \$600,000 in direct employment to offset expected support under CETA. The Committee also concurs in a \$33,000 decrease for central office supplies imposed by the House.

To continue the *jojoba* agriculture program, the Committee has included a \$500,000 increase under business enterprise development to establish and maintain 20 acre field test plots on appropriate Arizona reservations that have available land, water supply systems, and farm equipment.

In approving the \$18,000,000 request for vocational training, including an increase of \$2,000,000, the Committee has restored a provision deleted by the House that excepts BIA from the matching fund requirements of the Department of Health, Education, and Welfare's vocational training program (Public Law 95-40). Bureau funds should be devoted to several vocational education programs operated under different legislative authority by the BIA.

The Committee has not agreed to the \$4,000,000 increase approved by the House for Indian Action Teams in view of the deficiencies

raised by the GAO. As stated in the House report, " * * * until substantial steps are taken to correct these deficiencies, significant resources should not be added to this program." Although the Committee has approved the full \$21,337,000 requested for Indian Action Teams, the BIA will be expected to expedite program improvements before any substantial funding is committed.

The GAO also found several serious shortcomings in the BIA's economic development programs that must be corrected before any substantial funding can be recommended again. Despite these obvious problems, the Committee fears that both BIA and the Economic Development Administration in the Department of Commerce are not looking hard enough at needed reforms. Inexcusable program failures should not be defended by either agency. The Committee agrees with GAO that better coordination is needed, along with more realistic support for Indian business development. It also supports GAO's recommendation that Congress consolidate all Indian economic development programs in a single, more responsive agency.

Natural resources.—A net reduction of \$7,069,000 recommended for natural resource development is comprised of the following increases and reductions:

Program direction and support.....	—212,000
Agriculture.....	+760,000
Forestry.....	—1,212,000
Water resources.....	—65,000
Wildlife and parks.....	+375,000
Fire suppression.....	—6,550,000
Fire rehabilitation.....	—450,000
Irrigation and power.....	+285,000

Reductions recommended in program support, forestry, and water resources reflect denial of unjustified program increases. In most cases the BIA relied on a single statement to the effect that the increase reflected tribal priorities. This alone is not sufficient justification for multimillion program expansions. Decreases for fire suppression and rehabilitation merely defer this funding for a later supplemental appropriation.

Recommended increases include the following: Papago Farms water development, Ariz., \$100,000; Pyramid Lake fish hatchery operations, Nev., \$660,000; Gila River Reservation water development, \$285,000; expanded hatchery operations initiated in Washington State in fiscal 1978, \$375,000. The Committee deferred House increases of \$3,470,000 for Cheyenne River Reservation water distribution and \$1,300,000 for Navajo on-farm development until BIA could supply better justification. The Pyramid Lake Hatchery increase provides \$460,000 to continue operation of the existing tribal hatchery and \$200,000 to begin operation next spring of a second hatchery now under construction. The increase for Papago Farms will support a pilot program and feasibility study based on water development to date. Experience gained from this work will guide decisions on future development funding.

Trust responsibilities.—Recommended reductions in the trust responsibilities activity include \$4,450,000 in rights protection and \$1,900,000 in real estate services. An offsetting increase of \$100,000 is approved to begin a long-needed survey of Coeur d'Alene tribal lands.

The Committee is concerned over the rapid increase in funding for Indian rights protection, which has grown from a \$2.3 million level in 1974 to a request for nearly \$18 million in 1979. Further, much of the increase proposed for 1979 was not adequately justified. The allowance of \$13,533,000 recommended by the Committee includes the \$600,000 increase requested for conveyance of historic and cemetery sites in Alaska and unbudgeted increases of \$500,000 for Ak Chin and \$50,000 for Acoma water studies in Arizona in agreement with the House. Within available funds, the Committee directs that \$75,000 be used for enforcement of fishing regulations on the Annette Island Reserve, Alaska.

General management.—The Committee has agreed with House reductions of \$2,788,000 in common program services for agency and area office levels and \$1,302,000 in pay cost annualization. Additionally, the Committee recommends denial of a \$662,000 increase requested for program development and budget that was not adequately justified.

The Committee supports the House goals that were embodied in budget increases for modernization of ADP services, management studies, and centralized training and technical assistance. However, increases for these projects totaling \$4,510,000 have been deferred. In the case of the ADP improvements, the Committee has noted a recent GAO report recommending better use of ADP facilities Departmentwide. BIA needs should be incorporated into overall improvements that can be expected to stem from the GAO's recommendations. The Committee will extend sympathetic consideration to a supplemental appropriation request designed to implement these improvements. In the case of management and training funds, the Committee was unable to obtain a reliable justification from BIA. When specific funding needs can be identified to support the House goals, the Committee will lend its approval to required increases.

The Committee agrees with the House allowance of \$94,000 to initiate services to the Louisiana Coushatta Tribe, partly within available funds. Additionally, the Committee recommends a total of \$800,000 to implement services to the Siletz Tribe in Oregon. An increase of \$450,000 is provided, with the balance to be funded from general program increases.

The Committee has deferred action on GAO recommendations to achieve tighter congressional controls on the BIA's administrative expenses. As mentioned earlier, the Committee will await the results of current reorganization efforts before deciding whether additional changes are needed in funding controls.

Like the House, the Committee has not recommended any reduction in the BIA's request for travel funds. However, the Committee remains concerned over the adequacy of the Bureau's supervision and control of travel. To date the Bureau has not been able to hold to the reduced travel spending limits imposed for the current fiscal year and cannot clearly identify the allocation of travel funds. As required by the House committee, the Bureau should establish an effective system to identify and control travel spending. Further, the current practice of extending travel funds to persons other than Bureau personnel, with the exception of student transportation to

and from school, should be carefully monitored and controlled. In this connection, the Committee directs the BIA's attention to section 304 of the bill's general provisions. No Federal funds should be provided, directly or indirectly, to support lobbying activities of any kind.

CONSTRUCTION

Appropriation, 1978	\$66,319,000
Estimate, 1979	86,815,000
House allowance	116,265,000
Committee recommendation.....	117,254,000

The Committee recommends an appropriation of \$117,254,000, increasing the budget estimate by \$30,439,000 and the House allowance by \$989,000. The recommendation includes \$70,315,000 for buildings and utilities and \$46,939,000 for irrigation systems. Changes in the budget request are detailed below:

Little Wound high school	+\$6,755,000
Tuba City boarding school.....	+2,000,000
Chemawa boarding school.....	+11,000,000
Kindergarten construction.....	+1,000,000
Duckwater Shoshone school renovation	+200,000
Swimming pools, elementary and secondary schools.....	-1,500,000
Barrow gas distribution system.....	+8,800,000
White River reservoir, planning and design.....	+100,000
Navajo irrigation project administration buildings.....	-905,000
Tamgass hatchery.....	+2,800,000
Gila River Reservation pipeline.....	+189,000

Funds added for new school construction are to complete projects already underway or under commitment. This continues the Committee policy initiated last year to halt any new construction starts until the Bureau has strengthened its facilities management and construction program. The Bureau is currently developing a professional system for addressing school construction priorities, and the Committee anticipates it can begin recommending new school projects in fiscal 1980. However, the priority system will have to be both realistic and reliable, placing proper emphasis on areas of greatest need. Schools should be designed to assure fully adequate educational facilities that can be operated and maintained efficiently at low cost.

The Committee has deleted \$1,500,000 included in the budget request for swimming pools at three new elementary and secondary schools—Standing Rock, Lower Brule, and Jemez. Many Indian reservations have schools without adequate classrooms and sanitation facilities or schools that are fire and safety hazards. These needs should have priority over swimming pools and other nonessential but expensive facilities. The Bureau needs to establish more realistic design criteria as part of its construction program improvements. In the future, all features of proposed construction projects should be clearly identified in the budget justification.

The Committee has not included \$8,200,000 added by the House for an inventory of the Bureau's 228 school facilities. This funding, together with \$1,200,000 proposed for fiscal 1978 under a reprogramming request, was given as the minimum cost of the inventory, which is the first step in establishing effective management of school

construction and maintenance. The Committee supports an inventory but questions the estimated cost as a total add-on to existing program funds. At last report, the Bureau had some \$30 million in available construction funding still unobligated, much of it for projects now of questionable priority. The Committee would like to see the inventory costs pared down and offset by the use of unobligated funds before recommending any new appropriations.

As a part of improving the school construction program, Bureau witnesses testified in support of building smaller schools to serve individual Indian communities. This was said to respond to tribal and parental desires. The Committee supports this concept as long as it takes into account the availability of existing facilities nearby. The Bureau should carefully examine the cost of small school construction and operation, and it should adopt a realistic school attendance boundary policy to insure that all educational facilities are fully utilized. A report promised to the Committee on these questions is already overdue. It should be submitted by October 1.

The Committee has added the minimum funding required to insure that the Secretary can fulfill his obligations and responsibilities, both statutory and contractual, with regard to the supply and distribution of gas at Barrow, Alaska. Together with \$600,000 previously appropriated, a total of \$9.4 million will be available under this account to rehabilitate the dangerously rundown gas distribution system in Barrow. Under the Geological Survey's account for the National Petroleum Reserve in Alaska, the Committee has recommended another \$35,950,000 for exploration and development of the Barrow gas field. The Committee believes these funds must be provided under requirements of Public Law 94-258 and because of the potential tort liability of the Federal Government under existing contractual agreements.

ROAD CONSTRUCTION

Appropriation, 1978	\$75,335,000
Estimate, 1979	71,410,000
House allowance	74,010,000
Committee recommendation.....	76,753,000

The Committee recommends an appropriation of \$76,753,000, increasing the budget estimate by \$5,343,000 and the House allowance by \$2,743,000. The increase over the budget request includes \$5,000,000 to continue road construction in the Four Corners area, a joint project with the State of New Mexico, and \$343,000 for surveys, design and other preconstruction costs for road construction in the joint-use area of the Navajo-Hopi Reservation. Within available funds, up to \$100,000 should be utilized for the Coushatta Tribe of Louisiana.

The Committee has deferred approval of a House provision making an additional \$4,500,000 available for completion of a road from Mexican Water to Bluff, Utah, with \$2,000,000 to be financed from other Navajo road funds. Until the Committee can review the impact of this proposal, work on the project can continue with the \$1,700,000 already included in the budget estimate.

ALASKA NATIVE FUND

Appropriation, 1978	\$30,000,000
Estimate, 1979	30,000,000
House allowance	30,000,000
Committee recommendation.....	30,000,000

The Committee recommends an appropriation of \$30,000,000, the same as the budget and the House allowance for the Alaska Native Fund, as authorized by the Alaska Native Claims Settlement Act.

TRUST FUNDS

Appropriation, 1978	\$26,000,000
Estimate, 1979	24,000,000
House allowance	24,000,000
Committee recommendation.....	24,000,000

The Committee recommends an appropriation of \$24,000,000, the same as the budget and the House allowance.

TERRITORIAL AFFAIRS

OFFICE OF TERRITORIAL AFFAIRS

ADMINISTRATION OF TERRITORIES

Appropriation, 1978	\$37,470,000
Budget estimate, 1979	49,436,000
House allowance	53,523,000
Committee recommendation.....	49,423,000

The Committee recommends an appropriation of \$49,423,000, reducing the budget estimate by \$13,000 and the House allowance by \$4,100,000. The reduction below the budget estimate applies to pay costs for Federal comptrollers offices and the expanded Office of Territorial Affairs, in agreement with the House. At the same time, House increases of \$1,000,000 for the Guam Economic Development Fund and \$3,100,000 for operations grants for American Samoa have been deleted.

The Guam Economic Development Fund has historically experienced problems in obligating available funds, partly due to the fact that most of the loan requests involve projects that are only marginally feasible. Efforts are underway to improve this situation as well as the loan delinquency rate, currently estimated at 24 percent. Under these circumstances, the Committee considers the budget request of \$500,000 more than adequate for loan requests anticipated during fiscal year 1979.

The increase in operations grants for American Samoa recommended by the House included \$2,000,000 for establishment of an economic development loan fund, \$1,000,000 for housing loans, and \$100,000 for starfish control. The Office of Territorial Affairs has embarked upon an effort to improve the financial management systems in each of the territories. Testimony before the Committee indicated that progress is being made in all areas except American Samoa, which still has no appointed Federal Comptroller. Further, the Committee is concerned over American Samoa's growing de-

pendence on Federal support, which now supplies more than 70 percent of government revenue. Under these circumstances the Committee cannot recommend unbudgeted program increases of the magnitude proposed by the House.

The Committee was not supplied with budget justifications for the Commonwealth of the Northern Marianas until the day scheduled for budget hearings. The material presented was not adequate, and the Committee normally would not recommend appropriations under these circumstances. Although U.S. support for the Northern Marianas is guaranteed under the covenant establishing the Commonwealth, the Committee fully intends to review and, if necessary, modify all annual budget submissions. The Committee expects that in the future the Office of Territorial Affairs will submit detailed budget justifications in a timely manner. In the absence of such a submission the Committee does not intend to consider the budget request.

TRUST TERRITORY OF THE PACIFIC ISLANDS

Appropriation, 1978.....	\$96,483,000
Estimate, 1979.....	106,920,000
House allowance.....	115,578,000
Committee recommendation.....	106,898,000

The Committee recommends an appropriation of \$106,898,000, reducing the budget estimate by \$22,000 and the House allowance by \$8,680,000. With the exception of reductions related to pay costs, the Committee recommendation approves the budget request.

An increase in operations grants approved by the House would give additional funding to districts for education, transportation, and health programs. While the Committee recognizes the importance of these programs, it believes the efforts of the Trust Territory Government and the Congress of Micronesia to reduce overall operating costs in the territories must be continued if economic independence is to be achieved.

The budget request for construction grants totals \$51.7 million and represents an increase of more than 50 percent over the current level. The Committee recognizes the need for improving Ponape Airfield, a project for which the House has added \$6,740,000. However, other projects throughout the territories also require attention. The capital improvement program developed with U.S. Navy assistance provides for the orderly correction of deficiencies throughout the territories. The Committee will consider funding for Ponape Airfield with other projects as they are advanced in the budgeted construction program for the Trust Territory.

The Committee shares the concern of the House Committee over the situation on Bikini Atoll. The Department should diligently pursue development of a permanent relocation plan, keeping the Senate and House Committees informed on progress. Recognizing the importance of proceeding with the radiological survey for which funding is requested in the fiscal year 1978 supplemental bill, the Committee concurs in the House direction that temporary reprogramming of unobligated construction funds be proposed to begin the survey if current funds are insufficient to continue the effort.

The Committee concurs in the House position regarding studies and curriculum development for a College of Micronesia. Studies should be funded within the amount available for operational grants if the Trust Territory and the Congress of Micronesia feel they are vital.

MICRONESIAN CLAIMS FUND, TRUST TERRITORY OF THE PACIFIC ISLANDS

Appropriation, 1978	
Estimate, 1979	
House allowance	\$12,600,000
Committee recommendation.....	

The Committee recommends deletion of the \$12,600,000 House allowance for post World War II claims under the provisions of title II of the Micronesian Claims Act of 1971. The General Accounting Office issued a report on March 7, 1978, which highlighted problems in how the Micronesian Claims Commission made title II awards and in how the initial payments were made. The report recommended improvements be made before additional funds are released. During budget hearings, the Committee learned that the High Commissioner in conjunction with the Federal Comptroller will develop procedures designed to eliminate the deficiencies pointed out in the GAO report. Until such procedures are developed and fully approved, no new funding for title II claims is recommended.

SECRETARIAL OFFICES

OFFICE OF THE SOLICITOR

SALARIES AND EXPENSES

Appropriation, 1978.....	\$14,409,000
Estimate, 1979	¹ 14,895,000
House allowance	14,585,000
Committee recommendation.....	14,394,000

¹ Reflects transfer of \$1,330,000 to Department of Labor as proposed in H. Doc. 95-331.

The Committee recommends an appropriation of \$14,394,000, a reduction of \$501,000 below the budget estimate and \$191,000 below the House allowance. This allowance includes the following reductions, in agreement with the House: 10 positions and \$284,000 for land heritage title work; 5 positions and \$150,000 for equal opportunity programs; \$52,000 for pay costs; and \$15,000 for working capital fund payments. The House increase of six positions and \$191,000 for processing of Indian claims has been deleted. The budget request includes an increase of four positions in this area which will allow a total of 21 man-years for processing Indian claims. The Committee believes this level is more than adequate to handle the anticipated workload.

OFFICE OF THE SECRETARY

DEPARTMENTAL MANAGEMENT

Appropriation, 1978.....	¹ \$34,993,000
Estimate, 1979	² 40,607,000
House allowance	42,391,000
Committee recommendation.....	41,545,000

¹ Includes amounts appropriated to "Salaries and Expenses" (\$21,454,000) and "Departmental Operations" (\$13,539,000) in fiscal year 1978.

² Reflects transfer of \$336,000 to Department of Labor proposed in H. Doc. 95-331.

The Committee recommends an appropriation of \$41,545,000 increasing the budget estimate by \$938,000 and decreasing the House allowance by \$846,000. The recommendation compared with the budget estimate is displayed by activity in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Departmental direction	\$6,174,000	\$6,174,000
Program direction and coordination	2,417,000	2,468,000
Policy, budget, and administration.....	12,860,000	14,352,000
General services	3,146,000	3,201,000
Departmental operation	16,010,000	15,350,000

In approving the budget request for departmental direction, the Committee has deleted a House increase of \$356,000 for public affairs, limiting this activity to \$454,000. In effect, this reduces the Secretary's public affairs budget since the House increase was to replenish funding normally supplied through agency working capital funds.

The recommended public affairs reduction, which coincides with similar decreases in several agency accounts, is based on information developed at a special hearing to determine departmental compliance with the following restriction in the general provisions of the fiscal 1978 Interior appropriations act:

Sec. 304. No part of any appropriation contained in this Act shall be available for any activity or the publication or distribution of literature that in any way tends to promote public support or opposition to any legislative proposal on which congressional action is not complete, in accordance with 18 U.S.C. 1913.

This restriction served to specify and clarify a prohibition that has been law for decades. Despite this limitation, the Committee learned that intensive public communication efforts were conducted by the Office of the Secretary in particular and among several agencies in support of the administration's Alaska lands proposal now pending before Congress. These communications went far beyond the normal press release. They included wide distribution of "editorial columns" signed by the Secretary, special mailings to environmental protection groups urging them to "make your views known," regional releases by the Fish and Wildlife Service, elaborate supporting brochures by the Bureau of Land Management, and many more. All the literature clearly favored the administration's version of the Alaska lands legislation. All of it was produced, printed and mailed at Federal expense. The Committee has no desire to muzzle the administration or the Secretary on important

issues, but it cannot countenance elaborate propaganda campaigns at the expense of the taxpayer. Public affairs programs are established to inform, not influence. If the distinction is not clear to the Department, the limitation on funding will help define it.

The Committee concurs with the other House adjustments resulting in a net increase of \$628,000 related to working capital fund items. Since working capital fund payments made by various agencies support functions which are departmental in nature, reductions have been made in 10 agency accounts and a direct appropriation has been recommended for departmental management. This accounts for the increase recommended for program development and coordination, general services, and \$522,000 under policy, budget, and administration.

The remaining increase under policy, budget, and administration consists of six positions and \$300,000 for the budget office and \$500,000 for expanded audit capability, both in agreement with the House, and \$170,000 and six positions for expansion of the Office of Environmental Project Review. The departmental budget office has the responsibility for coordination and execution of a budget designed to meet legislative mandates and program responsibilities of the department. The additional resources provided will allow for a technical review capability and permit response to additional workload. The increase for expanded audit capability will support auditing of Indian self-determination grants and contracts on a 5-year cycle.

The \$660,000 reduction in Departmental operations applies to the Office of Aircraft Services. This office was originally established to oversee all of the Department's air operations, but in practice this management goal has been applied only to the State of Alaska. Although OAS does not exercise any direct control over various agency aircraft operations in the lower 48 States, it is headquartered at Boise, Idaho. Since its major mission is in Alaska the Committee believes OAS and its essential administrative functions should be headquartered at Anchorage. The Committee has deleted anticipated savings from this consolidation in its \$750,000 allowance for OAS.

SPECIAL FOREIGN CURRENCY PROGRAM

Appropriation, 1978	\$1,000,000
Estimate, 1979	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

The Committee recommends an appropriation of \$1,000,000, the same as the budget estimate and the House allowance. This funding level will provide for endangered species research in Egypt, India, and Pakistan, as well as for translation of research journals for support of domestic efforts.

GENERAL PROVISIONS, DEPARTMENT OF THE INTERIOR

To assist in the economic recovery of the village of Hydaburg, Alaska, the Committee has included language in the general provisions of title I providing that forgiveness of the Federal indebtedness

of the Hyدابurg Cannery Association, an Alaska Native group, shall be effective immediately upon authorization by the Secretary of the Interior.

... of the Hyدابurg Cannery Association, an Alaska Native group, shall be effective immediately upon authorization by the Secretary of the Interior. ...

TITLE II—RELATED AGENCIES
DEPARTMENT OF AGRICULTURE
FOREST SERVICE

In response to the requirements of the Forest and Rangeland Renewable Resources Planning Act (RPA), the Forest Service in 1975 prepared an assessment which recommended long-term program levels for the management of the Nation's forests and rangelands, and for the Service's research and Federal-State cooperative programs. Forest Service budgets since 1977 have been guided by these recommended program goals. The National Forest Management Act and the Federal Land Policy and Management Act, both enacted at the close of the 94th Congress, expanded and strengthened this management process. Despite these developments, the budget proposals forwarded by the administration have been inadequate, and Congress has been forced to provide significant funding increases in order to meet even the most basic established goals. The budget request for fiscal year 1979 continues this pattern.

The Committee feels that the reluctance of the administration and the Department to request funding in line with established RPA goals lends support to the belief that RPA funding levels are not, in all cases, based on adequate planning and assessment. Even the pattern of appropriation requests is not consistent with RPA levels. Mindful of this and the spending ceiling adopted by the Congress for fiscal year 1979, the Committee has made selected adjustments which continue, as much as feasible, the balanced funding approach established in the current year.

The Committee has been concerned for some time that Forest Service program expenditures stray from prescribed congressional funding priorities. The current roadless area wilderness review (RARE II) is a recent example. Apparently at departmental direction, the Forest Service committed \$1.36 million to RARE II in fiscal year 1977 and \$4.8 million in fiscal year 1978. Yet no mention of this program appeared in the budget justifications until this year, when \$350,000 was requested to complete the effort.

The Committee does not quarrel with the need for wilderness reviews but it does insist that funding of this magnitude be properly budgeted and submitted for advance congressional approval, particularly when it involves the diversion of personnel from forest management programs. The Committee is mindful, for example, that while personnel were being utilized for the unbudgeted RARE II program the GAO was declaring a rescission of funds specifically appropriated for timber sales activities—funds that were not utilized because of personnel shortages.

Lofty goals are no excuse for shortcutting the appropriations process. The Committee will expect the Forest Service to request and justify in advance, through reprogramming requests or budget proposals, any sizeable program initiatives.

Once the RARE II environmental impact statements are prepared, substantial acreage will be recommended for sustained yield timber production, while other areas will be recommended for wilderness designation. So as not to impact severely on the timber sales program, the Forest Service should begin planning specific timber sales in areas which appear likely to be designated for commercial timber production. Such planning should not affect the areas involved to an extent that they can no longer be considered for wilderness designation at some future date.

Overall, the Committee recommendation provides some \$1.3 billion in new budget authority for the programs of the Forest Service, an increase of nearly \$126 million over appropriations to date for fiscal year 1978, and nearly \$12 million over the budget request. This represents a real program increase of \$97,663,000 since \$86 million budgeted in advance for firefighting costs has merely been deferred.

Generally, the Committee recommendation is in agreement with the House for programs considered to be most important to multiple-use management of the forest and range resources, evidenced primarily in the forest land management account. While the Committee supports the intent of House-passed increase, it has recommended selected reductions totaling \$26.6 million which will not undermine a strong and balanced program.

FOREST PROTECTION AND UTILIZATION

FOREST LAND MANAGEMENT

Appropriation, 1978.....	\$535,754,000
Estimate, 1979.....	689,624,000
House allowance.....	626,720,000
Committee recommendation.....	672,128,000

The Committee recommends an appropriation of \$672,128,000, decreasing the budget estimate by \$17,496,000 and increasing the House allowance by \$45,408,000. Recommendations by budget activity are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Sales administration and management.....	\$132,588,000	\$164,628,000
Reforestation and stand improvement.....	66,475,000	92,900,000
Recreation use.....	88,277,000	88,674,000
Wildlife and fish habitat management.....	25,276,000	29,008,000
Rangeland management.....	24,914,000	31,495,000
Soil and water management.....	34,229,000	35,712,000
Minerals area management.....	11,319,000	11,954,000
Forest fire protection.....	157,188,000	131,188,000
General land management.....	60,507,000	58,061,000
Fighting forest fires.....	64,275,000	4,275,000
Forest insect and disease management.....	18,633,000	20,633,000
Cooperative law enforcement.....	5,943,000	4,500,000
General administration reduction.....		-900,000

For sales administration, reforestation, and timber stand improvement, increases totaling \$58,465,000 have been recommended, in agreement with the House. The recommended levels will fund preparation for sale of at least 12.4 billion board-feet of timber, and for the harvest of 11.5 billion board-feet, including salvageable timber.

The Committee recommends \$131,188,000 to finance fully the forest fire protection activity. The allowance is \$26,000,000 below the budget estimate and \$63,848,000 above the House, which deferred most of this advance funding.

In the past, presuppression programs under this activity have been funded mostly as part of firefighting supplemental appropriations. The fiscal year 1979 budget proposed for the first time to fund both the regular fire protection activity and estimated firefighting costs in advance. The Committee agrees that ongoing presuppression work under the fire protection activity should be budgeted and funded in advance, along with other forest management programs. The past practice of weaving presuppression costs into firefighting supplementals hinders congressional control over these expenditures. Presuppression costs have risen dramatically in recent years, but the Committee is unable to discern any marked benefits stemming from these expenditures. The Forest Service should conduct a cost-benefit analysis of both presuppression and suppression activities and base its fiscal year 1980 budget request on its findings.

The Committee recommendation for fire protection, detailed below, should provide adequate presuppression support when augmented by Federal employment and training programs such as CETA and YACC:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Fire prevention.....	\$23,944,000	\$17,944,000
Fire detection.....	9,311,000	9,311,000
Fire attack forces.....	80,256,000	65,256,000
Aviation operations.....	34,290,000	30,290,000
Fuel reduction and fuelbreaks.....	9,387,000	8,387,000

The Committee expects the Forest Service to operate the fire protection program within the allowances provided and not seek to expand it as part of a supplemental. Should abnormal fire conditions necessitate presuppression increases, the Forest Service should seek additional funds through a reprogramming.

For fighting fires, the Committee recommends the customary initial appropriation of \$4,275,000, the same as the House. Additional actual firefighting costs in this activity will be funded through supplemental appropriations.

Funding levels recommended for wildlife and fish habitat management, rangeland management, soil and water management, and minerals area management are in agreement with House levels or represent slight decreases. However, all of these programs are increased over the budget request, and are generally augmented to continue at the current program output levels.

Selective reductions have been recommended for the remaining activities, bringing funding levels below the budget request. For recreation use, the Committee has recommended increases in agreement with the House for all subactivities except planning and

inventories, which took an unbudgeted leap from \$2.7 million to \$9.8 million in fiscal 1978. For this effort, the Committee recommends \$5,800,000, a decrease of \$4 million below the budget. The \$58,061,000 recommended for general land management consists of decreases of \$2,087,000 for land exchange, \$1,225,000 for land surveys, and \$660,000 for special nonrecreation uses. These are offset by increases of \$994,000 for geometronics, and \$532,000 for maintenance.

The level recommended for insect and disease management, although \$6,200,000 under the House allowance, represents a budget increase of \$2,000,000. The Committee feels this amount will permit continuation of efforts to combat insect infestation and control noxious weeds at an adequate level, especially in light of the \$4,194,000 carryover in this program. The Committee concurs in the recommendation earmarking \$1,000,000 for gypsy moth control and eradication efforts and requiring an annual report to Congress and EPA concerning gypsy moth damage.

The reduction for cooperative law enforcement is based on the belief that compensation to local governments for additional law enforcement costs as a result of activities on forest lands can be partially offset by \$105,000,000 in payments in lieu of taxes administered by the Bureau of Land Management.

FOREST RESEARCH

Appropriation, 1978.....	\$101,488,000
Estimate, 1979.....	102,152,000
House allowance.....	110,718,000
Committee recommendation.....	104,002,000

The Committee recommends an appropriation of \$104,002,000, an increase of \$1,850,000 over the budget estimate and a decrease of \$6,716,000 below the House allowance. Budget activity allocations are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Tree and timber management research.....	\$18,296,000	\$18,946,000
Forest watershed management research.....	9,114,000	9,314,000
Wildlife, range and fish habitat research.....	7,540,000	8,040,000
Forest recreation research.....	2,104,000	2,104,000
Surface environment and mining research.....	3,143,000	3,143,000
Fire and atmospheric sciences research.....	8,956,000	8,956,000
Forest insect and disease research.....	19,829,000	19,829,000
Forest products utilization research.....	13,115,000	13,115,000
Forest engineering research.....	2,040,000	2,240,000
Renewable resource evaluation.....	13,300,000	13,600,000
Renewable resource economics research.....	4,715,000	4,815,000
General administration reduction.....		—100,000

The following specific projects are included within the increased allowances listed above:

Uneven aged timber management research, Monticello, Ark.....	\$250,000
Resource economics research, Rapid City, S. Dak.....	100,000
Hardwoods culture research, Parsons, W. Va.....	150,000
Timber harvesting research, Morgantown, W. Va.....	200,000
Watershed management research, Juneau, Alaska.....	200,000
Anadromous fish research, Juneau, Alaska.....	250,000
Wildlife habitat and timber management research, Fairbanks, Alaska.....	450,000
Wildlife, range, and fish habitat research, Alexandria, La.....	50,000
Renewable resource evaluation, Alaska.....	300,000

STATE AND PRIVATE FORESTRY COOPERATION

Appropriation, 1978	\$53,059,000
Estimate, 1979	41,755,000
House allowance	57,676,000
Committee recommendation.....	48,260,000

The Committee recommends an appropriation of \$48,260,000, an increase of \$6,505,000 over the budget estimate and a decrease of \$9,416,000 below the House allowance. Cooperative forestry programs are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Forest fire control	\$26,024,000	\$30,619,000
Forest tree production	628,000	871,000
Forest management and processing	7,529,000	7,529,000
General forestry assistance.....	7,574,000	7,574,000
Pinchot Institute		567,000
FIRESCOPE.....		1,200,000
General administration reduction		-100,000

The increases over the budget estimate maintain cooperative programs at the fiscal 1978 levels. Although no increase over fiscal 1978 is recommended for the FIRESCOPE program in southern California, as approved by the House, the Committee believes significant additional support can be provided by requiring matching funds from local participants, a standard practice in the cooperative forestry programs.

CONSTRUCTION AND LAND ACQUISITION

Appropriation, 1978	\$40,630,000
Estimate, 1979	19,545,000
House allowance	43,550,000
Committee recommendation.....	24,118,000

The Committee recommends an appropriation of \$24,118,000, an increase of \$4,573,000 over the budget estimate and a decrease of \$19,432,000 below the House allowance. Allowances by budget activity are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Recreation use	\$7,822,000	\$11,682,000
Fire, administration and other.....	8,587,000	8,587,000
Research		713,000
Pollution abatement.....	1,147,000	1,147,000
Land acquisition, Weeks Act	1,989,000	1,989,000

Included within the Committee recommendation are increases of \$3,645,000 for construction of a day lodge at Timberline Lodge, Mt. Hood NF, \$713,000 for construction of a laboratory wing at Morgantown, W. Va., and \$215,000 for recreation improvements at Monongahela NF.

Within available funds, the Committee has provided \$150,000 to complete planning and design of the Hale Boggs-Nick Begich visitors center at Portage Glacier, Alaska.

FOREST ROADS AND TRAILS

Appropriation, 1978.....	\$175,833,000
Estimate, 1979.....	173,922,000
House allowance.....	224,275,000
Committee recommendation.....	191,131,000

The Committee recommends an appropriation of \$191,131,000, increasing the budget estimate by \$17,209,000 and reducing the House allowance by \$33,144,000. This recommendation, when combined with the permanent appropriation of 10 percent of the national forest receipts, will provide for a road construction program in fiscal year 1979 of \$263,668,000.

Included in the recommended increases are \$542,000 for replacement of Cranberry-Dyer bridge, Monongahela NF; \$235,000 for improvements to Hardin Ridge recreation area roads, Hoosier NF; \$46,000 survey and design, Arizona Snow Bowl road; \$3,200,000 for the Warm Lake-Landmark road, Boise NF; \$312,000 for road construction, Chequamegon NF and Nicolet NF; and \$785,000 for Monongahela NF projects funded in the construction and land acquisition account.

The Committee feels strongly that the highest priority for the use of roads and trails funding should be placed on gaining initial access to timber stands. The failure to reach the full allowable cut and recover salvageable timber in many areas is directly related to the lack of access roads. The Committee expects that in the process of determining priorities for road construction the Forest Service will earmark a substantial portion of the roads and trails funding for initial access roads.

While the Committee recognizes the importance of recreation, it cannot concur in the House directive that a minimum of \$12.5 million be allocated to access roads for recreation purposes. The total for recreation road construction should be determined within the process for establishing priorities.

FOREST ROADS

Appropriation, 1978.....	\$212,115,000
Estimate, 1979.....	243,466,000
House allowance.....	243,466,000
Committee recommendation.....	243,466,000

The Committee recommends an appropriation of \$243,466,000, the same as the budget and the House allowance. This account reflects the financing of road construction by timber purchasers, as required by the Forest and Rangeland Renewable Resources Planning Act of 1974. This level of funding will provide for the construction or reconstruction of 10,462 miles of road.

ACQUISITION OF LANDS FOR NATIONAL FORESTS, SPECIAL ACTS

Appropriation, 1978.....	\$165,000
Estimate, 1979.....	160,000
House allowance.....	415,000
Committee recommendation.....	160,000

The Committee recommends an appropriation of \$160,000, the same as the budget estimate and a reduction of \$255,000 below the

House allowance. The recommended level denies the House increase for expansion of the acquisition program at San Bernardino and Cleveland National Forests.

ACQUISITION OF LANDS TO COMPLETE LAND EXCHANGES

Appropriation, 1978	\$38,000
Estimate, 1979	242,000
House allowance	239,000
Committee recommendation	239,000

The Committee recommends an appropriation of \$239,000, the same as the House allowance and a reduction of \$3,000 below the budget estimate. The reduction is based on downward revision of collection estimates for the States of Arizona, Idaho, and Washington. Deposits are made by school districts to provide for cash equalization of land exchanges.

RANGELAND IMPROVEMENTS

(Special Fund, Indefinite)

Appropriation, 1978	\$5,200,000
Estimate, 1979	6,374,000
House allowance	5,400,000
Committee recommendation.....	5,400,000

The Committee recommends an appropriation of \$5,400,000, the same as the House allowance and a decrease of \$974,000 below the budget estimate. The reduction below the budget estimate is based on the anticipated moratorium on increasing grazing receipts.

ASSISTANCE TO STATES FOR TREE IMPROVEMENT

Appropriation, \$1978	1,387,000
Estimate, 1979	1,409,000
House allowance	1,508,000
Committee recommendation.....	1,508,000

The Committee recommends an appropriation of \$1,508,000, the same as the House allowance and an increase of \$99,000 over the budget estimate, for increased assistance in tree planting and reforestation on non-Federal lands.

CONSTRUCTION AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1978	\$4,084,000
Estimate, 1979	3,459,000
House allowance	3,459,000
Committee recommendation.....	3,459,000

The Committee recommends an appropriation of \$3,459,000, the same as the budget estimate and the House allowance, for construction and operation of recreation facilities as authorized by Public Law 93-347. Funding will provide for repair of facilities at fee-designated sites and increased enforcement on national forest lands to reduce vandalism.

YOUTH CONSERVATION CORPS

Appropriation, 1978	\$60,000,000
Estimate, 1979	60,000,000
House allowance	60,000,000
Committee recommendation.....	60,000,000

The Committee recommends an appropriation of \$60,000,000, the same as the budget estimate and the House allowance, for the Youth Conservation Corps. This funding level will provide employment for some 38,000 young people, as well as improvements to parks and forests throughout the country.

RIGHTS-OF-WAY

Appropriation, 1978	
Estimate, 1979	\$100,000
House allowance	100,000
Committee recommendation	

No appropriation is recommended at this time to establish this proposed new account. As originally presented, this account would function much like the self-sustaining fee account under the Bureau of Land Management. Service charges to applicants for rights-of-way would be collected in advance and expended to cover costs of environmental studies. However, the Forest Service may not be able to activate the account under existing authority and may utilize the BLM account instead. Until these and other questions are cleared up, the Committee is deferring any funding recommendation.

TIMBER SALVAGE SALES

Appropriation, 1978	
Estimate, 1979	
House allowance	\$3,000,000
Committee recommendation.....	3,000,000

The Committee recommends an appropriation of \$3,000,000, the same as the House allowance, for timber salvage sales. This funding will be used for design and construction of roads and preparation and harvest administration and sale of salvageable timber on National Forests which have not yet built up a salvage fund from receipts. Funds appropriated in this account tie in with increases provided under the forest land management account for sale preparation of 12.4 billion board-feet of timber and the harvesting of 11.5 billion board-feet.

The Committee endorses the House directive that every possible consideration be given to using waste material for fuel rather than burning slash material in the field.

DEPARTMENT OF ENERGY

For the Department of Energy, created last year by Public Law 95-91, this will mark the first direct appropriation for programs previously scattered among the Energy Research and Development Administration, Federal Energy Administration, and several departments and regulatory commissions. The goal of this consolidation was to promote a better coordinated and more effective Federal

effort to conserve, manage and develop the Nation's energy resources, hopefully at less cost. Unfortunately, there is little evidence to date that this goal is any closer than it was last year. There is real concern, in fact, that the new Department, as it is currently organized and functioning, has serious management and coordination problems that contribute to the lack of a coherent decisive national energy policy. These problems have also contributed to a confused budget presentation and a continuing pile-up of unobligated budget authority.

In this context, while recognizing the need for strong financial support for Federal energy programs, the Committee is determined to tighten up program funding and weed out marginal or redundant activities. The highest priority must be given to curbing rampant inflation through controls over Federal spending, and only the most urgent energy programs should be exempt from these restraints.

Accordingly, the Committee's recommendations for those fossil energy, conservation and regulatory programs funded in this bill impose a reduction of more than \$1.4 billion below the budget estimates as amended. This involves reducing the House allowance in total by \$1.1 billion and holds the fiscal 1979 appropriation to only an increase of about 1 percent over fiscal 1978.

Despite the overall reduction, the Committee has been able to recommend funding several new initiatives such as energy impact assistance to States and initiation of major coal liquefaction demonstrations. These increases, in part a response to the President's energy supply initiatives, have been offset by selected program reductions and by general funding cutbacks to offset the growing backlog of unobligated appropriations.

The single biggest reduction, however, is in the \$4.2 billion request for the Strategic Petroleum Reserve. This reflects the Committee's judgment that continuing slippages and unanticipated storage problems cast doubt on the Department's ability to obligate effectively even the \$3 billion allowance within the intended time period. But this is not a real reduction in the sense of actual savings; it is merely a deferral of a cost to which the Government is fully committed.

Of deep concern to the Committee is the fact that most of the Department's appropriations recommended in the bill—again this year—are not authorized. This continuing failure of Congress to enact timely spending authorizations and a national energy program must also share the blame for the Nation's failure to adopt a vigorous and effective energy policy.

In the absence of enacted authorizations, the Committee has attempted as much as possible to stay within the ceilings proposed by the Senate Committee on Energy and Natural Resources for ongoing programs. Generally, the Committee has attempted to avoid funding pending authorizations for new starts that might not gain final approval or for any programs on which the Committee was not able to conduct adequate hearings. To do otherwise would be to neglect the Committee's responsibilities and to undermine the protections built into the congressional appropriations process.

The Committee continues to hope that procedural changes can be adopted by both houses of Congress to improve the energy authori-

zations process and restore the orderly development of authorizations in advance of appropriations. In this respect, the Committee questions the real need for a top-to-bottom authorization every year of every dollar to be appropriated to the Department.

Although the President's DOE budget amendments for energy supply initiatives came late in the appropriations process—too late for proper consideration by the House—the Committee has attempted to act on those proposals that were heard in advance and had clear justification. Others have been disallowed.

As a whole the Department's budget justifications were totally inadequate. This necessitated extensive questioning, both direct and in writing, to clarify the various budget proposals. Considering the size of these appropriations requests, this lack of specific supporting data casts further doubt on the effectiveness of the Department in the conduct of its vital energy mission. The Department will be expected to work closely with the House and Senate Committees on Appropriations staffs in developing a more workable and specific format for budget justifications. Further, the entire budget presentation should follow the account structure developed by the two Committees.

The Committee acknowledges the efforts that the Department has taken to explore and stay abreast of the energy needs of rural Americans. At the same time, the Committee is concerned with the slow progress toward the establishment of the Rural Energy Office that was authorized in the original Department of Energy legislation. Therefore, the Committee directs the Secretary to establish the Rural Energy Office with available funds. The Committee further directs the Secretary to submit a report on this Office's progress, activities, and accomplishments by January 1, 1979.

FOSSIL ENERGY RESEARCH AND DEVELOPMENT

Appropriation, 1978.....	\$619,950,000
Estimate, 1979.....	637,451,000
House allowance.....	614,704,000
Committee recommendation.....	589,753,000

The Committee recommends an appropriation of \$589,753,000, reducing the budget estimate by \$47,698,000 and the House allowance by \$24,951,000. Allowances by activity and subactivity are detailed below:

ALLOWANCES BY ACTIVITY AND SUBACTIVITY

Activity	Budget estimate	Committee recommendation
Coal:		
Mines R. & D.:		
Underground coal mining.....	\$52,860,000	\$52,860,000
Surface coal mining.....	12,515,000	12,615,000
Coal preparation.....	5,071,000	5,071,000
Subtotal.....	70,546,000	70,546,000
Liquefaction:		
Demonstration plants.....	5,740,000	16,740,000
Direct hydrogenation.....	29,000,000	27,000,000
Solvent extraction.....	49,740,000	48,640,000
Pyrolysis.....	2,000,000	2,000,000

ALLOWANCES BY ACTIVITY AND SUBACTIVITY —Con.

Activity	Budget estimate	Committee recommendation
Coal: —Con.		
Liquefaction: —Con.		
Support studies and engineering evaluations ...	18,386,000	17,486,000
Subtotal	104,866,000	111,866,000
Gasification:		
High Btu demonstration plants	10,000,000	10,000,000
High Btu R. & D	31,266,000	23,895,000
Low Btu demonstration plants.....	7,300,000	4,300,000
Low Btu R. & D.....	35,600,000	24,680,000
Special projects and support studies	18,260,000	14,728,000
In situ coal gasification	11,800,000	16,800,000
Demonstration plants—design and technical support.....	8,220,000	5,220,000
Peat gasification		4,500,000
Subtotal	122,446,000	104,123,000
Advanced power systems	26,700,000	26,700,000
Direct combustion:		
Demonstration plants	3,840,000	3,600,000
Other R. & D.....	50,876,000	47,876,000
Subtotal	54,716,000	51,476,000
Advanced research and supporting technology	57,826,000	57,826,000
Magnetohydrodynamics	68,825,000	96,500,000
Advanced control technology	14,000,000	
Equipment not related to construction	2,920,000	2,920,000
Subtotal, coal.....	522,845,000	521,957,000
Petroleum:		
Enhanced oil recovery	46,000,000	60,000,000
Oil from oil shale.....	29,350,000	29,350,000
Drilling, exploration and offshore technology	1,600,000	2,600,000
Product characterization and utilization	1,200,000	1,200,000
Equipment not related to construction	1,575,000	1,575,000
Subtotal, petroleum	79,725,000	94,725,000
Gas:		
Enhanced gas recovery.....	21,300,000	35,300,000
Gas from oil shale	4,350,000	4,350,000
Equipment not related to construction	225,000	225,000
Subtotal, gas.....	25,875,000	39,875,000
Program administration	9,006,000	9,006,000
Allocation of unobligated balance-clean boiler fuel		—12,810,000
General reduction		—63,000,000
Total, Fossil Energy Research and Development.	637,451,000	589,753,000

Coal mines R. & D.—The full budget request of \$70,546,000 is recommended for critical research on techniques for coal production and utilization. A \$4,500,000 increase for coal preparation approved by the House has been deleted to conform to the Senate Committee authorization proposal.

Coal liquefaction.—An \$11,000,000 increase recommended for liquefaction demonstration plants is directed at initiating projects for commercializing solvent refined coal (SRC) processes for both liquid and solid fuels. This action, providing \$7,000,000 in operating ex-

penses for each process, complements the provision of \$6,000,000 each in the pending fiscal year 1978 supplemental appropriation bill for completion of process design studies. A total of \$152,010,000 is recommended separately for engineering and design under the construction account. SRC processes are the most advanced among the various coal conversion technologies and should move rapidly into the demonstration phase to help prove the value of second generation technology and to augment fuel supplies.

Under direct hydrogenation, the Committee has agreed with a \$2,000,000 House reduction in the synthoil program but has restored \$2,100,000 for the zinc chloride process that is cost-shared with industry.

The Committee has also restored the \$13,500,000 House reduction in support studies and engineering evaluations for the Cresap liquefaction facility.

Coal gasification.—The Committee has concurred in House reductions of \$7,371,000 for the synthane process, \$3,000,000 for a low-Btu utility gas demonstration, and \$2,310,000 for fixed bed gasification. Further, the Committee has deleted the full \$11,610,000 requested for hydrogen from coal, a process that is being re-evaluated, and has reduced design and technical support by \$3,000,000.

A House reduction of \$2,000,000 for fluid-bed gasification has been restored, and a House increase of \$4,500,000 for peat gasification is retained. The Committee also recommends an increase of \$3,000,000 to continue the design of an experimental pressurized entrained flow gasifier-combined cycle system, and a \$5,000,000 increase for in situ gasification for work on Eastern coalbeds.

The Committee has provided \$1,200,000 for studies to explore the possibilities for near-term commercialization of existing and developing low and medium Btu coal gasification processes. These studies are intended to stimulate the use of this alternative energy source in heavily industrialized coal producing States, such as Indiana, to ease the threat of gas shortages and curtailments.

Direct combustion.—In agreement with the House, the Committee recommends reductions of \$2,000,000 in industrial applications and \$2,800,000 in support activities for direct combustion.

The Committee believes a more aggressive program for coal-fired combined cycle pressurized fluidized bed power generation should be pursued. Although the Committee did not recommend more funding it is felt that the DOE should reprogram up to \$5,000,000 of existing funds to initiate more research in this promising area. This would allow support for adding a gas turbine to the International Energy Agency's pressurized fluidized bed in England. It would also fund systems evaluation of a U.S. power generation system.

Magnetohydrodynamics.—The recommendation for MHD involves a \$27,675,000 increase in operating expenses, providing a total program of \$100,000,000 including plant and capital equipment. The total funding, some \$28,000,000 above fiscal year 1978 support, is to continue the acceleration of MHD research and development while maintaining a time frame that allows the gathering of necessary technical data for design of an engineering test facility. In particular, emphasis should be given to the superconducting magnet needed to complete the University of Tennessee MHD facility at Tullahoma.

Advanced control technology.—Although the Committee supports the consolidation in DOE of coal technology directed at pollution control, no funding is provided in conformance with the recommended Senate authorization. This position, if finally adopted, would continue this work in the Environmental Protection Agency.

In the absence of a budget estimate, no funding is recommended for university coal research laboratories as authorized by title VIII of the Surface Mining Control and Reclamation Act (Public Law 95-87). The Committee notes the Department's failure to finalize selection criteria and expects this to be corrected within 90 days so that the public will have an opportunity for comments and the Department will be in position to consider an appropriate budget request.

Petroleum.—The Committee recommends a \$14,000,000 increase for enhanced oil recovery, providing the full recommended Senate authorization. The added funding will expedite research and development on micellar polymer, carbon dioxide flooding, and thermal recovery processes.

In agreement with the House, the Committee has added \$1,000,000 to the petroleum technology budget to accelerate research planning for both offshore and onshore oil and gas drilling.

In approving the full budget request for oil shale, the Committee directs that \$2,700,000 from other oil shale projects be used to investigate innovative above-ground hydrogen retorting processes capable of processing both Eastern and Western shale deposits.

Gas.—A total increase of \$14,000,000 recommended for enhanced gas recovery is distributed as follows: Devonian shale, \$6,000,000; methane recovery, \$4,000,000; western gas sands, \$4,000,000.

Energy research centers.—Funds provided for energy research centers are for a minimum of 1,145 full-time permanent personnel at these centers.

General reductions.—The Committee agrees with the House reduction of \$12,810,000 as a means of reallocating unobligated funds for the now defunct Coalcon demonstration project. In addition, as a means to counter the mounting backlog in other obligating authority, the Committee has applied a general reduction to the fossil energy program of \$63,000,000. Data supplied by DOE to the Committee in response to its budget hearings revealed that more than \$400 million remained unobligated at the end of fiscal 1978's third quarter—nearly 60 percent of the total funds available for the current fiscal year. It is intended that this general reduction be allocated to marginal research and development and to those programs and activities with the greatest backlog in obligations, essentially those for which appropriations likely will not be needed in full during fiscal 1979. The reductions are to be allocated no later than December 31, 1978, and submitted to the House and Senate Appropriations Committees for advance approval.

FOSSIL ENERGY CONSTRUCTION

Appropriation, 1978	\$72,800,000
Estimate, 1979	¹ 50,329,000
House allowance	27,139,000
Committee recommendation.....	163,919,000

¹ Includes —\$45,021,000 budget amendment in S. Doc. 95-106 not considered by House.

The Committee recommends an appropriation of \$163,919,000, increasing the budget estimate by \$113,590,000 and the House allowance by \$136,780,000. Details of the recommended allowances are shown below:

<i>Project</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Solvent refined coal demo plant (SRC I) (78-2-d).....	\$20,000,000	\$66,000,000
Low-Btu fuel gas small industrial demo plant (78-2-c) ...	9,000,000	9,000,000
High-Btu synthetic pipeline gas demo plant (76-1-b)	40,000,000	40,000,000
Low/medium-Btu fuel gas industrial demo plant (76-1-c).....	14,000,000	14,000,000
General plant projects for ERC's (79-6).....	9,000,000	6,200,000
Morgantown ERC warehouse (79-1-b).....	350,000	350,000
MHD component development and integration facility (77-1-d)	3,000,000	3,000,000
Solvent refined coal demo plant (SRC II) (79-1-r)		86,010,000
Mining and energy related industrial technologies education center/coal utilization facility.....		570,000
High-Btu pipeline gas demo plant (77-1-b).....		4,000,000
Allocation of unobligated Coalcon funds.....	-45,021,000	-65,211,000

The principal change recommended by the Committee involves the commitment to launching two solvent refined coal (SRC) demonstration plants discussed earlier. A total of \$152,010,000 is provided, an increase over budget estimates of \$132,010,000.

The increase for project 77-1-b will initiate design of a second high-Btu gas demonstration plant to assure that all leading technologies can be tested for commercial feasibility.

The Committee has restored \$200,000 of the House reduction in general plant projects for energy research centers to insure that work can begin on renovation of the Bartlesville center's administration and laboratory building.

The \$65,211,000 general reduction, also in agreement with the House, completes the reallocation of appropriations left unobligated by the demise of the Coalcon demonstration project.

In approving the full \$40,000,000 request for high-Btu gas demonstration plant 76-1-b, the Committee is aware of the Department's need to use funds from this account to begin detailed designs for both candidate processes, the slagging Lurgi fixed-bed gasifier and the COED pyrolysis technologies. In order to reach a sound technical decision the Committee intends that the Department complete the full phase I design for both candidate processes before a final selection is made.

The \$570,000 recommended for a mine training and education facility is for preconstruction costs provided in the House version of the pending DOE authorization bill.

ENERGY PRODUCTION, DEMONSTRATION, AND DISTRIBUTION

Appropriation, 1978	\$186,847,000
Estimate, 1979	¹ 254,692,000
House allowance	182,881,000
Committee recommendation.....	167,181,000

¹ Includes \$20,000,000 budget amendment contained in S. Doc. 95-106 not considered by House.

The Committee recommends an appropriation of \$167,181,000, reducing the budget estimate by \$87,511,000 and the House allowance by \$15,700,000. Allowances for principal activities are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
High-Btu coal gas loan guarantees.....	\$20,000,000	.....
Naval petroleum and oil shale reserves:		
NPR 1 and 2.....	169,594,000	\$94,594,000
NPR 3.....	28,111,000	25,300,000
Oil shale reserves.....	1,300,000	1,300,000
Subtotal.....	199,005,000	121,194,000
Federal buildings solar program.....	25,668,000	25,668,000
Solar commercialization.....	2,713,000	2,713,000
Alternative fuels demonstration.....	1,000,000	1,000,000
Urban waste conversion loan guarantees.....	.....	10,000,000
Program administration.....	6,306,000	6,606,000

Coal gas loan guarantees.—A budget amendment for \$20,000,000 to initiate Federal loan guarantees for the commercialization of first generation coal gasification technologies arrived too late for House consideration and for the Committee's budget hearings. Vague budget justifications in support of this proposal also led the Committee to defer a funding recommendation. If the Department wants to activate this program it should divulge how it plans to use the requested funding.

Naval petroleum and oil shale reserves.—For Naval petroleum reserves 1 and 2, the Committee learned that some \$134 million in prior year appropriations remains uncommitted, about \$100 million of it tagged for pipeline construction at reserve No. 1 (Elk Hills). The Committee also learned that delays in planned interstate pipeline construction will require postponement of the Elk Hills pipeline for at least 2 years. Accordingly, the Committee recommends a \$75 million reduction to offset the funding surplus, leaving some \$25 million in uncommitted funds for unanticipated needs.

The Committee has not concurred in specific operating and development reductions approved by the House for Elk Hills, although it continues to question the need for maximum production from this reserve at a time when the Government is undertaking an expensive program to buy and store oil.

The Committee has reduced the NPR-3 request by \$2,811,000 in agreement with the House.

Solar projects.—The full budget request of \$28,381,000 for solar projects has been approved. For the Federal buildings demonstration program, the allowance of \$25,668,000 will provide a total of some \$45,000,000 when combined with the fiscal year 1978 supplemental appropriation that remains available.

Urban waste loan guarantees.—An appropriation of \$10,000,000 is recommended to initiate loan guarantees for commercial demonstration of projects to convert urban wastes to energy. Of the total, up to \$5,000,000 will fund feasibility and design studies and at least \$5,000,000 will be reserved in a separate fund for loan guarantees. Under existing authorizations, no guarantee for an urban waste project will be issued without 90 days notice to Congress and without specific authorization for any project exceeding \$50 million.

Program administration.—An additional \$300,000 is recommended for program administration to strengthen the coal mine loan guarantee program. Nearly \$7 million was appropriated in fiscal year 1978 to initiate this program, but little progress has been made to

date. The Committee will expect the administrative increase to expedite financial support for small coal mine operators.

ENERGY CONSERVATION

Appropriation, 1978	\$594,024,000
Estimate, 1979	¹ 927,731,000
House allowance	897,001,000
Committee recommendation.....	754,031,000

¹ Includes \$22,180,000 budget amendment contained in S. Doc. 95-106 not considered by House.

The Committee recommends an appropriation of \$754,031,000, reducing the budget estimate by \$173,700,000 and the House allowance by \$142,970,000. Allowances are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Residential and commercial:		
Buildings and community systems.....	\$62,800,000	\$70,800,000
Weatherization	198,950,000	198,950,000
Other residential and commercial	5,450,000	5,450,000
Industrial.....	49,100,000	42,100,000
Transportation	97,500,000	97,200,000
Federal programs.....	500,000	500,000
State/local programs:		
State energy conservation program (EPCA)	47,800,000	47,800,000
Supplemental State energy conservation (EPCA).....	10,000,000	10,000,000
Schools and hospitals	300,500,000	100,100,000
Local government buildings.....	32,500,000	7,300,000
Energy impact assistance		30,000,000
Multisector:		
Improved conversion efficiency	78,000,000	89,200,000
Energy extension service	25,000,000	35,000,000
Marketing.....	480,000	480,000
Inventors program	2,000,000	2,000,000
Appropriate technology	8,000,000	8,000,000
Program administration.....	9,151,000	9,151,000

Residential and commercial.—A net increase of \$8,000,000 is recommended for residential and commercial conservation programs, comprised of an \$8,000,000 increase in the \$1,000,000 request for home heating oil conversion, a \$5,000,000 increase for gas-fired heat pumps, and deletion of the \$5,000,000 request for dispersed energy systems demonstrations. Under the oil heating increase, a comprehensive efficiency improvement program would be undertaken in cooperation with industry. This will include an intensified effort to foster widespread use of the latest energy-efficient systems to be in full operation during the 1978-79 heating season in 12 States. The increase for gas-fired residential heat pumps will accelerate research to achieve commercialization within 4 to 5 years and support development of two commercial size heat pump systems. The Committee, meanwhile, deferred the late-arriving request for dispersed demonstrations for lack of specific authorization and sufficient justification.

In approving the full budget request for weatherization assistance to low-income homeowners, the Committee expects the Department to utilize regulations which, to the fullest extent possible, will be consistent with those for the weatherization program under section 222(a)(12) of the Economic Opportunity Act of 1964, as amended. Those regulations provide flexibility and more equitable state allocations needed for the achievement of an effective program.

Industrial.—The Committee recommendation for industrial conservation programs includes \$9,000,000 for cogeneration, restoring \$4,000,000 of the \$11,000,000 House reduction, and the full \$300,000 for commercialization and technology transfer that was deleted by the House.

The Committee agrees with the House that most of the budgeted program for cogeneration would mainly demonstrate existing technology. Further, considerable duplication of cogeneration work exists within the Conservation program; for example, nearly \$15 million is provided for advanced cogeneration work under improved conversion efficiency. The House allowance has been increased only to insure an increased level of Federal-industrial cooperation in promoting uses of cogeneration. The recommendation for industrial cogeneration provides a \$4 million increase over fiscal year 1978.

Transportation.—A net reduction of \$300,000 in transportation conservation includes decreases of \$200,000 for nonhighway transport systems and \$400,000 for new concepts and impact assessments, in agreement with the House, and an increase of \$300,000 for fleet testing alcohol fuels. Utilizing other available funds, the Committee recommendation provides a total of \$500,000 for alcohol fuels testing, which will initiate a 3 year, \$3.5 million program. Utilizing Government-operated vehicles, the program will test the reliability of ethanol/gasoline and methanol/gasoline blends as alternatives to straight petroleum products.

Federal programs.—Pursuant to budget amendment proposals, the Committee has deleted the \$9,690,000 originally requested for Federal vanpooling. The House had allowed \$700,000 for this program. The \$500,000 allowance is to continue the Federal energy management program.

State/local programs.—A net reduction of \$195,600,000 is recommended in State and local conservation assistance, with a \$30,000,000 increase to initiate energy impact assistance offset by reductions of \$225,600,000 in public building conservation.

Reductions in programs for schools and hospitals and for local government buildings are to adjust for fiscal year 1978 appropriations that stacked up awaiting enactment of required authorizations in the pending National Energy Act. It is now clear that \$200,400,000 for schools and hospitals and \$25,200,000 for local government buildings appropriated earlier this year, contingent upon authorization, will not be utilized before fiscal 1979. Approval of the full budget estimate would overload these programs at a time when funding constraints demand high priority. The Committee recommendation will provide a total fiscal year 1979 availability of \$300,500,000 for schools and hospitals and \$32,500,000 for local government buildings when combined with carryover funding.

The energy impact assistance is also recommended subject to enactment of the NEA package. Although there is no accompanying budget request, the President's energy supply initiatives proposed a total of \$125 million in similar State assistance. The bulk of the \$30,000,000 recommended by the Committee will be administered by the Department of Agriculture in the form of planning and development grants to areas impacted by increased coal or uranium production. It is the Committee's intent that these funds shall be adminis-

tered as prescribed in the pending coal conversion legislation (H.R. 5146).

Multisector.—The Committee recommends \$35,000,000 for the Energy Extension Service, increasing the budget request by \$10,000,000 and the House allowance by \$20,000,000, and restoration of the \$480,000 request for marketing. Further, \$10,000,000 has been added for commercial demonstration of first generation fuel cell technology. Otherwise, the Committee has agreed to House changes involving increases of \$1,500,000 for heat engines and heat recovery and \$5,000,000 for fuel cell R. & D., and a reduction of \$5,300,000 in combustion systems. The Committee further concurs in the House provision that \$2,500,000 be available, within existing funds, for accelerating the thermionics program.

The fuel cell commercialization demonstration program is designed to demonstrate the feasibility of fuel cell technology for a number of power applications. Both centralized utility applications and more dispersed modular applications should be funded and selected competitively.

The Committee has endorsed the increased budget estimate of \$8,000,000 for appropriate technology, \$5,000,000 above the fiscal year 1978 level. Contracts for technical assistance in administering this program should be awarded to the most qualified applicants on a competitive basis.

The Committee strongly supports the small inventors program and, in addition to approving the \$2,000,000 budget estimate, directs that \$2,000,000 more go to the program from within available funds.

ECONOMIC REGULATORY ADMINISTRATION

Appropriation, 1978	\$84,240,000
Estimate, 1979	98,933,000
House allowance	94,733,000
Committee recommendation.....	94,733,000

The Committee recommends an appropriation of \$94,733,000, the same as the House allowance and a reduction of \$4,200,000 in the budget estimate. Funding by activity is displayed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Coal utilization	\$2,930,000	\$2,930,000
Utilities conservation.....	15,793,000	15,793,000
Regulation:		
Petroleum	4,515,000	3,815,000
Compliance.....	47,370,000	47,370,000
Other multiresource	7,588,000	7,088,000
Emergency preparedness.....	10,590,000	7,590,000
Program administration.....	10,147,000	10,147,000

Language included in the House-passed bill would forbid the Economic Regulatory Administration to fund intervenors in regulatory proceedings, mainly because of a concern over equity. The administration has submitted criteria to be used in deciding which intervenors, groups or individuals, will receive funding, and the Committee recommends the prohibition be deleted. Intervenor funding is not to be used to support public interest groups or even to guarantee in every case that all interests be heard. It should be directed to those interests capable of making valuable contributions

which could not participate without assistance. The Committee intends that such funding shall be carefully administered and held to practical levels.

STRATEGIC PETROLEUM RESERVE

Appropriation, 1978.....	\$3,179,889,000
Estimate, 1979	4,250,464,000
Committee recommendation.....	3,006,854,000

The Committee recommends an appropriation of \$3,006,854,000, reducing the budget estimate by \$1,243,610,000 and the House allowance by \$1,077,770. As detailed in the following activity table, the reduction has been applied entirely to the request for purchasing and transporting petroleum for the reserve:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Petroleum acquisition and transportation	\$4,129,280,000	\$2,885,670,000
Standby operational storage	3,290,000	3,290,000
Site design and construction	75,000,000	75,000,000
Planning	12,200,000	12,200,000
Site acquisition	25,000,000	25,000,000
Program administration	5,694,000	5,694,000

The budget estimate was directed at the congressionally approved goal of storing 500 million barrels of petroleum by the end of calendar 1980. Consequently, funds were requested to cover anticipated purchases in fiscal year 1980 as well as fiscal year 1979 because of the leadtime involved in large scale acquisition of foreign oil. Following the budget submission, however, the Department acknowledged that the acquisition and storage schedule had fallen 6 months or more behind schedule. Other problems have since surfaced, including difficulties in leaching out underground storage reservoirs, that threaten to create additional delays.

The Committee also learned during its budget hearings that more than \$2.5 billion of the requested funding could be deferred until fiscal year 1980 without slowing the program or significantly increasing its costs.

Requested funding also included an allowance for the administration's proposed crude oil equalization tax—\$531 million in total. The fate of this proposal in Congress remains uncertain at best.

Considering these factors, the Committee is recommending a sizeable reduction by disallowing fiscal year 1980 acquisition funds requested for all but the first quarter—\$937,110,000—and by eliminating the projected costs of the crude oil equalization tax on the balance—\$306,500,000.

The Committee wishes to stress that this reduction is merely a deferral of costs to which the Congress and the Nation are fully committed. The recommendation should in no way be interpreted as a softening in the Committee's support for achieving a 500 million barrel reserve by December of 1980. It should be noted that funds included in this recommendation will also permit work to begin on a third 250 million increment should additional reserve capacity be authorized.

In the unlikely event that additional funding could be justified for accelerated purchases, there will be ample opportunity to consider

such needs in fiscal year 1979 supplemental appropriations or in the regular budgetary process for fiscal year 1980.

ENERGY INFORMATION ADMINISTRATION

Appropriation, 1978	\$48,062,000
Estimate, 1979	63,405,000
House allowance	59,286,000
Committee recommendation.....	59,286,000

The Committee recommends an appropriation of \$59,286,000, the same as the House allowance and a reduction of \$4,119,000 in the budget estimate. Recommendations are detailed on the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Information analysis	\$18,523,000	\$17,368,000
Collection and dissemination.....	32,582,000	30,918,000
ADP services to other functions.....	12,300,000	11,000,000

These reductions may impose some restraint on the energy information program, but the Committee believes that economies can be achieved within the consolidation of activities, which was a principal goal of the energy organization act. Any additional data validation needs, if fully justified, can be considered in a supplemental appropriation.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

HEALTH SERVICES ADMINISTRATION

INDIAN HEALTH SERVICES

Appropriation, 1978.....	\$428,891,000
Estimate, 1979	472,852,000
House allowance	490,048,000
Committee recommendation.....	481,127,000

The Committee recommends an appropriation of \$481,127,000, increasing the budget estimate by \$8,275,000 and reducing the House allowance by \$8,921,000. Details of the recommendation are shown in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Patient care:		
Hospital care	\$144,692,000	\$149,692,000
Contract care.....	104,310,000	90,910,000
Indian health manpower		6,788,000
Ambulatory care	83,867,000	84,361,000
Preventive health	135,926,000	143,235,000
Model diabetes program.....		925,000
Lac du Flambeau clinic.....		779,000
Bethel Hospital quarters leasing		40,000
Red Lake Hospital staff equivalency.....		450,000
Health services at former Kincheloe AFB.....		947,000
Whiteriver Hospital operations.....		-1,721,000
Program management	4,057,000	4,057,000

Patient care.—The net reduction of \$8,600,000 for patient care includes an increase of \$5,000,000 for hospital services and a decrease of \$13,400,000 in contract care. The Committee has agreed to

a House shift of \$3,500,000 from contract care to direct patient care and has further reduced contract care by \$9,900,000, deleting from the base request a portion of the \$19,000,000 congressional add-on in fiscal year 1978 for unmet surgical needs. The \$5,600,000 of that increase left in the contract care base is to cover unbudgeted cost increases and provide \$731,000 in health services for the Siletz Tribe of Oregon. The Committee learned that the need for elective surgery was overestimated by IHS, necessitating a reprogramming of fiscal year 1978 funds. The changes described above will correct the funding inequity in fiscal year 1979. The balance of the hospital services increase, \$1,500,000, is for emergency medical services previously supported by other Federal programs.

Indian health manpower.—In agreement with the House, the Committee recommends restoration of this program authorized by the Indian Health Care Improvement Act and implemented in fiscal year 1978. This funding will also support the Indians-into-Medicine and Masters of Public Health education programs previously funded by the Bureau of Indian Affairs.

Ambulatory care.—The recommended net increase of \$494,000 for ambulatory care is comprised of the following changes:

Leased clinics in Alaska.....	+\$608,000
Swift Bird facility clinic, S. Dak	+100,000
Health care improvement demonstration project, Alaska.....	+150,000
Delayed start-up costs, Espanola clinic	—364,000

Preventive health.—The \$7,973,000 increase recommended for preventive health activities is to be allocated as follows:

Mental health.....	+\$664,000
Tribal health program development	+1,000,000
Implementation of Public Law 93-638.....	+3,117,000
Urban Indian programs.....	+3,192,000

The increase for mental health is for the Children's Village health facility, a center for handicapped children in New Mexico. Funds will cover leasing and staffing needs for completing the development phase and initiating health and education services in cooperation with the Bureau of Indian Affairs. These funds will enable IHS to sign a lease with the Pueblo of Laguna, which will construct the facility.

Recommended increases for Public Law 93-638 implementation and for tribal and urban health programs will partially restore the fiscal year 1978 funding levels.

IHS continues to budget for apparently redundant tribal health training, contracting and development programs. These should be consolidated under a single program of self-determination services.

In agreement with the House, the Committee recommends increases of \$779,000 for the expanded Lac du Flambeau clinic in Wisconsin and \$925,000 to initiate a model diabetes program. The Committee also concurs in the House reduction of \$1,721,000 to account for delayed start-up of the Whiteriver Hospital in Arizona.

The Committee has approved a \$40,000 increase to initiate the leasing of personnel quarters for the Bethel hospital in Alaska. This relatively small amount will fund the leasing of up to 40 units in the final month of fiscal year 1979. Based on current IHS projections, up to 173 units of housing will be required when the new hospital is in

full operation. Estimated annual leasing costs for these quarters will then exceed \$2 million.

The \$450,000 increase for the tribally-operated Red Lake Hospital, Minn., is to assure personnel compensation and retirement benefits commensurate with those available to Federal Indian health personnel. The funding is based on HEW and Civil Service Commission evaluations.

The Committee has included \$947,000 to establish Indian health services at the former Kincheloe Air Force Base hospital in Michigan. This will provide initial startup for a program that has the support of State and local governments and the Michigan Inter-Tribal Council. Any expansion of this program in the future should be fully justified on a cost effective basis.

Consistent with provisions under the Bureau of Indian Affairs, the Committee has included language making funds for self-determination contracts available for two fiscal years.

INDIAN HEALTH FACILITIES

Appropriation, 1978	\$71,257,000
Estimate, 1979	69,955,000
House allowance	70,555,000
Committee recommendation.....	76,960,000

The Committee recommends an appropriation of \$76,960,000, increasing the budget estimate by \$7,005,000 and the House allowance by \$6,405,000. Details of project funding are shown below:

<i>Project</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Hospitals:		
New and replacement:		
Bethel, Alaska.....	\$11,000,000	\$11,000,000
Ada, Okla.....	3,400,000	3,400,000
Red Lake, Minn.....	900,000	1,816,000
Cherokee, N.C.....	415,000	415,000
Chinle, Ariz.....		3,000,000
Tahlequah, Okla., planning and design.....		550,000
Modernization and repair:		
Mount Edgecumbe, Alaska.....	1,900,000	914,000
Gallup, N. Mex.....	1,800,000	1,800,000
Ft. Yates, N. Dak.....		125,000
Alternative fuel capabilities.....	300,000	300,000
Sanitation facilities:		
New and improved homes	50,240,000	50,240,000
Standing Rock Reservation		400,000
Personnel quarters		3,000,000

Last year the Committee imposed a moratorium on new facility construction in response to preliminary findings of an ongoing investigation by the General Accounting Office. These findings called into question the IHS planning methodology and its criteria for establishing construction priorities. The House appropriations Committee subsequently agreed that no new starts should be funded until GAO completed its studies and an agreement could be reached on the size and scope of future Indian health care facilities.

Recent meetings involving the Committee and officials of GAO and IHS led to a preliminary agreement on hospital planning procedures that will considerably reduce the requirement for inpatient facilities. Although a final GAO report has not yet been

submitted, the Committee believes sufficient headway has been made to justify a limited resumption of new project support. Accordingly, the Committee has included funding for planning and design of the Tahlequah, Okla., replacement facility and \$3,000,000 to initiate construction of the Chinle Hospital, Ariz. Both projects were into the funding process when the moratorium was imposed.

Funds for the Tahlequah hospital are contingent upon IHS completing a study on the extent that services and facilities can be shared with the existing community hospital. The Committee will need to have the results of this study and the recommended size of the hospital before considering any further funding.

Although the planned size of the Chinle facility has now been reduced from 125 to 67 beds, a large gap remains between this latest IHS proposal and the GAO recommendations, mainly attributed to beds for alcoholism and other mental health needs. The Committee will need full justification for these additional bed needs and a resolution of the remaining differences between GAO and IHS before funds are committed to this project.

The Committee cannot responsibly recommend any further new construction until the IHS planning and priority procedures have been properly updated. In particular, the importance of a reliable and professional priority system, directed at meeting the most urgent Indian health care needs, cannot be overemphasized. The Committee will require the development and application of such a system before considering any additional new facilities.

Further, reliable priorities are equally important to funding decisions for new or expanded services under the preceding operating account. In the future, the IHS should develop a priority system for such services, based on need and supported by data on service population, per capita cost analyses, availability of existing direct or contractual health services, and other pertinent information. The Department of Health, Education, and Welfare should concurrently institute an effective review and verification process for these proposals.

An increase of \$916,000 is recommended to cover cost overruns at the Red Lake hospital which is being constructed by the tribe under contract with IHS. It is the Committee's understanding that these cost increases are attributable mainly to an unauthorized expansion in the planned size of the new facility.

The lack of proper controls that led to this situation is a cause for serious concern. The Committee will expect a full report from IHS by January 1979 on controls that have been instituted to prevent project overruns of this kind in the future.

Funds requested for modernization and alternation of the Mount Edgecumbe facility have been deleted pending a determination on a proposed combined health care system in Sitka, Alaska. Should a new community hospital be constructed, alternative uses can be found for the Mt. Edgecumbe facility. The reduced funding for Mt. Edgecumbe will finance a new heating plant and maintenance shop.

The \$125,000 increase recommended for Ft. Yates Hospital will fund improvements needed for accreditation of this facility.

Under sanitation facilities, \$400,000 is provided to meet high priority water and sanitation needs for existing housing on the Standing Rock Reservation in North and South Dakota.

An increase of \$3,000,000 is recommended to initiate construction of personnel quarters for the Whiteriver hospital, which is scheduled to go into operation in fiscal year 1979.

OFFICE OF EDUCATION

INDIAN EDUCATION

Appropriation, 1978	\$59,660,000
Estimate, 1979	75,735,000
House allowance	73,735,000
Committee recommendation.....	71,735,000

The Committee recommends an appropriation of \$71,735,000, a decrease of \$4,000,000 below the budget estimate and \$2,000,000 below the House allowance. The recommendation is detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Part A—Entitlements.....	\$48,000,000	\$48,000,000
Part B—Special projects for children.....	19,000,000	15,500,000
Part C—Special projects for adults.....	6,430,000	5,930,000
Administration.....	2,305,000	2,305,000
Total.....	75,735,000	71,735,000

Changes in the budget estimate include reductions of \$2,000,000, in agreement with the House, for part B capability building projects, and \$1,500,000 under part B and \$500,000 under part C for regional dissemination centers.

The Committee shares the concern of the House over the rapid expansion of "capability building projects" in the absence of any evaluation. Accordingly, the Committee recommends that such an evaluation be conducted prior to any future requests for expanding the funding levels of the program, and that the results be presented to the Senate and House Committees.

Although the Committee recognizes the importance of dissemination of educational information, it was learned during budget hearings that the Office of Education was unsure of the number, location, and function of the proposed dissemination centers. The Committee cannot provide funding for an effort of this magnitude until it is properly planned and justified.

Within the allowance for administration, not to exceed \$200,000 is provided for the operation of the National Advisory Council on Indian Education, in agreement with the House.

OFFICE OF THE ASSISTANT SECRETARY FOR EDUCATION

INSTITUTE OF MUSEUM SERVICES

Appropriation, 1978	\$4,000,000
Estimate, 1979	7,752,000
House allowance	7,752,000
Committee recommendation.....	8,000,000

The Committee recommends an appropriation of \$8,000,000, an increase of \$248,000 over the budget estimate and the House allowance. The recommended allowance includes \$7,400,000 for grants to museums and \$600,000 for administration.

Formulation of the budget submission for fiscal year 1979 was based on the assumption that the average grant would be \$25,000. Subsequently, the National Museum Services Board determined that the average grant should be approximately \$10,000. The increase over the budget estimate for administration will provide funding for five additional permanent positions to handle the increased workload resulting from the decision of the Museum Services Board. The Committee will expect the institute to hire personnel qualified in administration of Federal grant programs.

The Committee remains concerned over the possibility of duplication of grants between the institute and the National Foundation on the Arts and Humanities. It is expected that the institute will work closely with the endowments to develop a system which will eliminate any program overlap. The Committee directs that a joint report be made not later than October 1, 1978, on the status of implementing such a system.

NAVAJO AND HOPI RELOCATION COMMISSION

Appropriation, 1978	\$2,050,000
Estimate, 1979	13,129,000
House allowance	8,752,000
Committee recommendation.....	8,692,000

The Committee recommends an appropriation of \$8,692,000, a decrease of \$4,437,000 below the budget estimate and \$60,000 below the House allowance. The recommended allowance is distributed as follows:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>
Operation of the Commission	\$1,000,000	\$930,000
Assistance payments	755,000	250,000
Relocation payments	11,374,000	7,512,000
Total.....	13,129,000	8,692,000

The funding levels recommended for relocation and assistance payments, when combined with previous appropriations, will allow for the relocation of an estimated 500 families. The Committee agrees with the House that this level of funding will be adequate for the activity likely to be experienced during the coming fiscal year.

Reductions related to the operation of the Commission consist of \$10,000 for legal services and \$60,000 for compensation of the Commissioners. Legal services are to be provided by the Office of the Solicitor of the Department of Interior. Bill language limits the total compensation for all three Commissioners to \$33,000 resulting in a \$60,000 reduction in the budget estimate. This limitation includes pay, travel, and per diem costs, and reflects a funding level which should be adequate for the part-time work which the Commissioners must perform.

The Committee was disturbed to learn that for a time the Commission has been operating without a full-time executive director, and that the Commissioners were instead performing the director's management functions. The Commission will be expected to select and hire an executive director immediately.

SMITHSONIAN INSTITUTION

SALARIES AND EXPENSES

Appropriation, 1978	\$88,238,000
Estimate, 1979	96,307,000
House allowance	96,841,000
Committee recommendation.....	95,540,000

The Committee recommends an appropriation of \$95,540,000, a reduction of \$767,000 below the budget estimate and \$1,301,000 below the House allowance. The recommended level is detailed by activity in the following table:

Activity	Budget estimate	Committee recommendation
Science	\$36,638,000	\$36,759,000
History and art.....	15,646,000	15,545,000
Public service.....	2,213,000	2,193,000
Museum programs	7,417,000	7,373,000
Special programs.....	1,842,000	1,452,000
Support activities.....	26,038,000	26,038,000
Administration.....	6,513,000	6,513,000
Pay cost reduction		-333,000

The net increase of \$121,000 for the science program is the result of the following increases and decreases, in agreement with the House: Research support, -\$165,000; radiation biology laboratory nonrecurring travel, -\$5,000; National Anthropological Film Center, -\$9,000; astrophysical laboratory, +\$300,000. The increase for the astrophysical laboratory will allow for completion of the multimirror telescope and acquisition of instruments to evaluate its performance. The Committee has restored the \$260,000 House reduction related to exhibition costs of the National Air and Space Museum.

The reduction under history and art includes decreases of \$25,000 for the Cooper-Hewitt Museum grant replacement; \$57,000 increased exhibition costs, National Collection of Fine Arts; and \$19,000 for increased distribution of the *Journal*, published by the Archives of American Art.

The reduction of \$20,000 under public service denies the increase for museum-related performances by the division of performing arts.

The net reduction of \$44,000 in museum programs consists of an increase of \$31,000, in agreement with the House, for conservation training, and a decrease of \$75,000 related to accelerating acquisition of books and publications for the Smithsonian libraries.

The reduction of \$390,000 in special programs deletes the budget request for the research awards program. This program, once administered by the private Smithsonian Research Foundation, is now handled directly through the Office of the Under Secretary. While the Committee recognizes the importance of individual research support, it continues to question the need for this special program. The Smithsonian already has some \$17 million for research budgeted under the various museums. If an additional research awards program is considered necessary, the Committee suggests that the Smithsonian consider using trust funds.

The Committee recommendation deletes House additions of \$500,000 each for a pilot art bank program and acceleration of collections inventory.

The Committee shares the concern of the House over the efforts of the Board of Regents to establish a \$50 million endowment with profits from private Smithsonian activities. A fund of this magnitude would be well beyond the amount necessary to provide flexibility in conducting Smithsonian affairs. The Committee requests that the Board of Regents consider reducing the level of this endowment and using a larger portion of trust funds to pay for current programs.

Closely related to this issue is the matter of utilization of Federal and trust funds. In response to a GAO recommendation that the Smithsonian establish clear policies governing the use of Federal and trust funds, a series of draft guidelines was developed. The Committee considers these guidelines to be vague and unresponsive, and urges the Board of Regents to work rapidly toward creating and implementing a detailed and specific policy that meets the approval of both the Senate and House Committees.

The Committee has also been concerned that Board of Regents meetings continue to be closed to the public. At recent budget hearings the Smithsonian indicated that minutes of the meetings would be made available. More than 11 weeks after the Regents May meeting, the Committee had not received this information. Open meetings would serve to improve relations and overcome communication gaps.

MUSEUM PROGRAMS AND RELATED RESEARCH

(Special Foreign Currency Program)

Appropriation, 1978	\$4,000,000
Estimate, 1979	3,700,000
House allowance	3,700,000
Committee recommendation.....	3,700,000

The Committee recommends an appropriation of \$3,700,000, the same as the budget estimate and House allowance, for grants to U.S. institutions for field research in countries where excess foreign currencies are available.

SCIENCE INFORMATION EXCHANGE

Appropriation, 1978	\$1,777,000
Estimate, 1979	2,218,000
House allowance	2,000,000
Committee recommendation.....	2,000,000

The Committee recommends an appropriation of \$2,000,000, a reduction of \$218,000 below the budget estimate and the same as the House allowance.

During budget hearings, it was learned that little had been done to comply with the Committee directive to effect the rapid return of the exchange to Federal status. The disposition of the exchange is currently under review as part of the President's reorganization project, and the Board of Regents stands ready to accept any recommendation made by the Office of Management and Budget. The General Accounting Office report on Smithsonian fiscal practices last year recommended termination of the exchange as a

private cooperation. The Committee directed that immediate steps be taken to smooth the transition of the exchange to Federal status. One full year has passed and no definitive action has been taken.

Accordingly, the Committee directs that the Smithsonian consult immediately with the Department of Commerce and the Office of Management and Budget regarding termination of corporate status, conversion of employees to civil service status, and consolidation of operations within the National Technical Information System (NTIS). By consolidating with NTIS, exchange operations will be subject to normal fiscal and budgetary controls which are applicable to other Federal programs. Transfer of the exchange and any remaining funds shall be made to the Commerce Department not later than July 1, 1979. The Committee expects the Smithsonian and the Commerce Department to forward a joint proposal to OMB in time to meet this deadline.

The Committee continues to believe that user charges should bear a greater portion of the operating costs of the exchange and has reduced Federal appropriations accordingly. The recommended funding level will allow the data base to be maintained in an appropriate state until the decision as to the final status of the exchange is made by the administration.

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

Appropriation, 1978	\$2,500,000
Estimate, 1979	3,900,000
House allowance	3,900,000
Committee recommendation.....	3,900,000

The Committee recommends an appropriation of \$3,900,000, the same as the budget estimate and the House allowance, for improvements to the National Zoological Park at Rock Creek and at the Front Royal Conservation and Research Center.

RESTORATION AND RENOVATION OF BUILDINGS

Appropriation, 1978	\$2,245,000
Estimate, 1979	3,100,000
House allowance	2,100,000
Committee recommendation.....	1,950,000

The Committee recommends an appropriation of \$1,950,000, a reduction of \$1,150,000 below the budget estimate and \$150,000 below the House allowance.

Major projects, improvements, or repairs are budgeted individually under this account or under the appropriation for the buildings involved. The recommended level deletes the \$1,000,000 reserve for unanticipated minor repairs. The Committee feels that the amounts budgeted for the various agencies and bureaus of the Smithsonian contain sufficient flexibility to accommodate repairs that arise unexpectedly. The Committee recommendation also denies the \$150,000 requested for a maintenance building at the Chesapeake Bay Center for Environmental Studies. All other construction and land acquisition for the Center has been accomplished with nonappropriated funds. The Smithsonian maintains all property at the Center could be disposed of without prior congressional approval. Until this

later restored

situation is rectified, the Committee will not approve Federal investment in real property at the Center.

CONSTRUCTION

Appropriation, 1978	\$325,000
Estimate, 1979	575,000
House allowance	575,000
Committee recommendation	575,000

The Committee recommends an appropriation of \$575,000 the same as the budget estimate and the House allowance, to begin design and planning for a museum support center to be located at Silver Hill, Md.

NATIONAL GALLERY OF ART

SALARIES AND EXPENSES

Appropriation, 1978	\$14,509,000
Estimate, 1979	19,305,000
House allowance	19,305,000
Committee recommendation.....	18,455,000

The Committee recommends an appropriation of \$18,455,000, a reduction of \$850,000 below the budget request and the House allowance.

With the dedication of the East Building on June 1, 1978, the Gallery expanded its available space by over 100 percent. In preparation for this growth, budget requests over the past several years have included significant program increases. Personnel additions since fiscal 1976 amount to 347 permanent positions, or an 82-percent increase. The fiscal 1976 appropriation for the Gallery was \$7,759,000. The current request of \$19,305,000 represents a 148-percent increase over that level. Curatorial and education programs have sustained small increases over the years, and recent budget requests have included funding to furnish and equip both the East Building and the connecting link. The fiscal year 1979 budget request continues all of these initiatives.

While supportive of the programs of the National Gallery, the Committee has recommended an \$850,000 reduction to be allocated as follows:

Special exhibits and art display program	—\$500,000
Furnishings and equipment.....	—178,000
Personnel costs.....	—172,000

The special exhibits and art display program is funded with appropriations, endowment income, and donated funds. As proposed in the budget request, Federal funds would now cover more than one-half the total. The reduction recommended would return Federal support closer to one third. Although the need for properly furnishing and equipping the newly constructed spaces at the Gallery is recognized, the Committee feels that certain savings can be made. Accordingly, a reduction of \$178,000, or 15 percent of the amount requested, is recommended. Personnel cost reductions apply to new positions (—7 positions and \$132,000) and pay and personnel costs for positions currently on board (—\$40,000).

WOODROW WILSON INTERNATIONAL CENTER FOR SCHOLARS

Appropriation, 1978	\$1,256,000
Estimate, 1979	1,317,000
House allowance	1,567,000
Committee recommendation.....	1,567,000

The Committee recommends an appropriation of \$1,567,000, the same as the House allowance and an increase of \$250,000 over the budget estimate. The increase is directed toward reducing efforts in private fund raising, allowing the Center to strengthen its program mission.

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES

SALARIES AND EXPENSES

Appropriation, 1978.....	\$194,000,000
Estimate, 1979	223,260,000
House allowance	221,260,000
Committee recommendation.....	219,460,000

The Committee recommends an appropriation of \$219,460,000, a reduction of \$3,800,000 below the budget estimate and \$1,800,000 below the House allowance. This level of funding will provide \$111,710,000 for the National Endowment for the Arts and \$107,750,000 for the National Endowment for the Humanities.

The recommendation for the NEA is \$450,000 below the budget estimate. Reductions include \$150,000 for travel and \$300,000 for contractual services. The budget request included an unspecified amount for a representational fund for the Chairman. Currently there is no authorization for such a fund, and the Committee expects that none will be created without specific authority.

The recommendation for NEH is \$3,350,000 below the budget estimate. A general reduction of \$2,500,000 is partly offset by an increase in the matching grants appropriation. The Committee was disturbed to learn that some Humanities grants require as little as 10 percent matching. This redirection of funding will insure that a 50 percent match is received. Administrative reductions totaling \$850,000 are detailed in the following table:

New personnel costs (—12 positions).....	—\$325,000
Increased compensation for panelists and Council members	—110,000
Travel.....	—27,000
Consultants.....	—150,000
Printing, supplies, and equipment.....	—238,000
Total	—850,000

The Committee wishes to re-emphasize its directive that the Endowments make no grants to agencies or organizations which receive their principal funding from Federal appropriations.

The Committee remains concerned over the possible duplication of grants between the Endowments and the Institute of Museum Services. It is expected that the Endowments will work closely with the Institute to develop a system which will eliminate any program overlap. The Committee directs that a joint report on the status of implementing such a system be made not later than October 1, 1978.

The Committee has approved language which would provide \$1,400,000 from each Endowment to cover the costs of the White House Conferences on the Arts and the Humanities. This language was proposed in a budget amendment that arrived after the House bill was reported. In order to fund these conferences, each Endowment has revised its program allocations as displayed in the following table:

<i>Activity</i>	<i>Original submission</i>	<i>Revised estimates</i>
National Endowment for the Arts:		
Architecture.....	\$3,708,000	\$3,654,000
Dance.....	7,742,700	7,625,700
Education.....	5,470,000	5,389,000
Expansion arts.....	7,680,000	7,566,000
Federal-State.....	23,513,500	23,391,500
Folk arts.....	1,900,000	1,873,000
Literature.....	4,100,000	4,040,000
Media arts.....	7,752,400	7,625,400
Museums.....	10,798,000	10,629,000
Music.....	12,211,500	11,953,500
Special projects.....	5,722,600	5,636,600
Theatre.....	6,471,300	6,361,300
Visual arts.....	5,090,000	5,015,000
White House Conference.....		1,400,000
National Endowment for the Humanities:		
Public programs.....	24,500,000	23,500,000
Education programs.....	21,400,000	21,000,000
Fellowship programs.....	14,600,000	14,600,000
Research grants.....	13,200,000	13,200,000
State programs.....	20,100,000	20,100,000
Special projects.....	4,250,000	4,250,000
Youth programs.....	1,500,000	1,500,000
Planning and assessment.....	750,000	750,000
White House Conference.....		1,400,000

In forwarding these revisions to the Committee, both Endowments indicated that the changes did not yet have review and approval by the appropriate national council. Nevertheless, the revised estimate column in the above table reflects funding levels recommended by the Committee for fiscal year 1979. Any changes from these amounts should be handled within the reprogramming guidelines established by the Committee.

In its report, the House Committee earmarked \$750,000 in arts and humanities grants for organizations and groups in the District of Columbia.

The Committee is reluctant to earmark endowment grant funds for any particular area, group or individual. This could establish an unmanageable precedent. However, the Committee also recognizes the special needs of cultural organizations in the Nation's Capital. Without designating any specific funding level, the Committee urges the endowments to recognize these special needs in their grant allocations.

The House also supported the request of both Endowments to activate the Federal Council on the Arts and the Humanities by detailing employees and providing funding for the staff of the Council. While the Committee is aware of plans to reactivate the council, such action requires full Congressional approval under provisions of Public Law 95-81. The Committee will consider funding the Federal Council when an appropriation request is submitted and justified by the administration.

The Committee is displeased with the National Endowment for the Arts response to requests for information necessary for a proper review of its budget request. Material requested at budget hearings over 4 months ago has not yet been received. At that hearing, the Endowment expressed its desire to seek the Committee's guidance on material required for consideration of funding the White House Conference and the Federal Council, yet repeated staff attempts to obtain detailed information were unfruitful. The Committee suggests that the Chairman have the Arts Endowment take whatever steps necessary to improve communications and respond to Committee requests in a timely and professional manner.

In response to earlier Committee recommendations, the Endowments established programs to provide funding to small, previously ineligible groups. The Committee encourages the Endowments to continue this effort by giving every possible consideration to aiding new, nonprofessional talent. It is the intent of the Committee that the Endowments integrate this approach into all program categories and not simply rely on State councils to aid struggling groups. Emerging talent to bring arts and humanities programs to a more diverse public is a potential that should not be ignored.

As part of its budget presentation the Endowment for the Humanities proposed a new distribution formula for State programs as the first step toward achieving more equitable support. The proposed distribution for fiscal year 1979, however, may impose unacceptable reductions on some States. The Committee directs therefore that no current State allocation shall be reduced more than 15 percent in fiscal year 1979 as a result of any change in the NEH distribution formula.

MATCHING GRANTS

Appropriation, 1978	\$50,500,000
Estimate, 1979	72,000,000
House allowance	74,000,000
Committee recommendation.....	74,000,000

The Committee recommends an appropriation of \$74,000,000, the same as the House allowance and an increase of \$2,000,000 over the budget estimate. The recommended level will provide \$57,000,000 for the challenge grant program and \$17,000,000 for matching grants as detailed in the following table:

	<i>Committee recommendation</i>
National Endowment for the Arts:	
Challenge grants	\$30,000,000
Matching grants	<u>7,500,000</u>
Total, NEA	37,500,000
National Endowment for the Humanities:	
Challenge grants	27,000,000
Matching grants	<u>9,500,000</u>
Total, NEH	36,500,000

COMMISSION OF FINE ARTS

SALARIES AND EXPENSES

Appropriation, 1978	\$233,000
Estimate, 1979	264,000
House allowance	263,000
Committee recommendation	263,000

The Committee recommends an appropriation of \$263,000, the same as the House allowance and a reduction of \$1,000 below the budget estimate. The reduction is applied to pay and personnel costs.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

SALARIES AND EXPENSES

Appropriation, 1978	\$1,080,000
Estimate, 1979	1,553,000
House allowance	1,178,000
Committee recommendation.....	1,178,000

The Committee recommends an appropriation of \$1,178,000, a reduction of \$375,000 below the budget estimate and the same as the House allowance. The reduction consists of \$6,000 for pay and personnel costs and \$369,000 and 10 positions proposed for the new natural area program. Legislation creating a natural heritage program under the Heritage Conservation and Recreation Service of the Interior Department has not yet been forwarded to Congress. Until legislation is enacted and the program is ready to get underway, funding for the natural area program of the Council is not justified.

Although established as an advisory group, the council has attained independent status and continued to seek wider responsibilities. Some pending proposals would further expand its authority and eliminate "advisory" from its title. Elsewhere in this bill \$7,047,000 is provided to the Heritage Conservation and Recreation Service to administer historic preservation programs and funds, and \$4,800,000 is allocated to the National Trust for Historic Preservation for education and preservation services as well as acquisition and maintenance of historic properties. The Committee seriously questions the need for still another Federal agency to oversee historic preservation efforts. Accordingly, funds recommended for the council should be applied primarily to its advisory functions and not used to expand direct program responsibilities.

The Committee was disturbed to learn that the Council took more than 18 months to review and approve proposals forwarded by the Pennsylvania Avenue Development Corporation relating to the advancement of the Pennsylvania Avenue Plan. There was also considerable confusion over the working relationships between the two agencies. It is hoped that delays of this nature will not recur.

NATIONAL CAPITAL PLANNING COMMISSION

SALARIES AND EXPENSES

Appropriation, 1978	\$1,819,000
Estimate, 1979	1,939,000
House allowance	1,936,000
Committee recommendation	1,991,000

The Committee recommends an appropriation of \$1,991,000, an increase of \$52,000 over the budget estimate and \$55,000 over the House allowance.

The National Capital Planning Commission is currently the central planning agency for the Federal Government in the National Capital area. A review of planning agencies having responsibilities in the Capital area with the goal of reorganization and improved coordination was proposed in the fiscal year 1978 budget submission to Congress. Proposed legislation was never forwarded, and this review is now a part of the administration's reorganization effort. Until a specific proposal is forwarded to Congress, the Committee cannot allow the Commission to suffer reductions in its base program which would effect its ability to deal with the issues of growth and development in the Washington area. The increase of \$52,000 over the budget estimate will provide funding for four additional positions, maintaining the current personnel strength.

The Committee concurs in the House recommendation that the Commission prepare conflict of interest guidelines as expeditiously as possible.

FRANKLIN DELANO ROOSEVELT MEMORIAL COMMISSION

SALARIES AND EXPENSES

Appropriation, 1978	\$25,000
Estimate, 1979	20,000
House allowance	20,000
Committee recommendation	20,000

The Committee recommends an appropriation of \$20,000, the same as the budget estimate and the House allowance. Although it appears likely that unobligated funding will carry over into fiscal year 1979, no reductions are recommended since final approval of the plans for the memorial and efforts to begin design and construction will require all resources which will be available to the Commission in fiscal year 1979.

JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION FOR ALASKA

SALARIES AND EXPENSES

Appropriation, 1978	\$712,000
Estimate, 1979	594,000
House allowance	594,000
Committee recommendation	356,000

The Committee recommends an appropriation of \$356,000, reducing the the budget estimate and the House allowance by \$238,000. Since the activities of the Commission related to the Native Claims

Settlement Act will transfer to other entities in March of 1979, the Committee feels that savings can be made in wind-down costs. The Commission will terminate on June 30, 1979.

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

SALARIES AND EXPENSES

Appropriation, 1978	\$1,294,000
Estimate, 1979	1,530,000
House allowance	1,630,000
Committee recommendation.....	1,630,000

The Committee recommends an appropriation of \$1,630,000, the same as the House allowance and an increase of \$100,000 over the budget estimate. The increase over the budget estimate will allow the Corporation to hire an additional seven permanent positions to keep pace with rapidly expanding activities.

LAND ACQUISITION AND DEVELOPMENT

(Borrowing Authority)

Appropriation, 1978	\$7,500,000
Estimate, 1979	13,400,000
House allowance	13,400,000
Committee recommendation.....	13,400,000

The Committee recommends an appropriation of \$13,400,000, the same as the budget estimate and the House allowance, for acquisition of land and structures in advancement of the development plan. This level of funding will allow acquisition of property adjacent to the Willard Hotel during the fiscal year for development as a commercial site.

PUBLIC DEVELOPMENT

Appropriation, 1978	\$12,354,000
Estimate, 1979	12,355,000
House allowance	12,355,000
Committee recommendation.....	12,355,000

The Committee recommends an appropriation of \$12,355,000, the same as the budget estimate and the House allowance, for public development activities of the Corporation. This allowance includes \$11,300,000 for public improvements, \$705,000 for historic preservation, and \$350,000 for relocation assistance.

TITLE III—GENERAL PROVISIONS

Testimony by the Department of the Interior indicated the wilderness review section in the BLM Organic Act is not fully applicable in Alaska because of the special nature of the Alaskan wilderness review process. The Committee feels that clarification of section 603 is warranted and recommends bill language preventing the application of that section in Alaska.

The implementation and enforcement of steel shot regulations by the Fish and Wildlife Service has been a continuing source of controversy. Even wildlife preservation groups cannot agree on the soundness of this policy. Studies into the causes and extent of lead poisoning among waterfowl are incomplete and many groups believe steel shot requirements are premature at best. Implementing these regulations would require a complete retooling of the shot shell industry as well as a costly enforcement program. The Committee believes that Federal funding should be suspended until the problem of lead poisoning has been clearly defined and corrective action, if needed, is fully coordinated among Federal, State and private interests. Accordingly, the Committee has included appropriate restrictions in the bill's general provisions.

COMPLIANCE WITH PARAGRAPH 8, RULE XVI, STANDING RULES OF THE SENATE

The following amendments recommended by the committee, not made to carry out the provision of an existing law, are brought to the attention of the Senate in accordance with rule XVI:

Under "United States Fish and Wildlife Service: Resource Management" on page 10, line 16:

: *Provided further*, That \$15,000,000 shall be available only upon enactment of S. 2899 or similar legislation reauthorizing section 15 of the Endangered Species Act of 1973.

Under "National Park Service: Operation of the National Park System" on page 13, line 15:

: *Provided*, That \$90,000 shall be available for the National Park Service to assist the Town of Harpers Ferry for police force use.

Under "National Park Service: Construction" on page 13, line 22:

, of which \$1,960,000 for Cowpens National Battlefield shall be available only upon enactment of authorizing legislation.

Under "Geological Survey: Exploration of National Petroleum Reserve in Alaska" on page 16, line 9:

: *Provided*, That the environmental restoration activities included within this appropriation shall encompass both the Gubic and Grandstand drilling sites which are adjacent to the Reserve.

Under "Bureau of Indian Affairs: Operation of Indian Programs" on page 20, line 11:

: *Provided further*, That none of these funds shall be expended as matching funds for programs funded under section 103(a)(1)(B)(iii) of the Vocational Education Act of 1963 as amended by the act of June 3, 1977 (Public Law 95-40).

Under "General Provisions, Department of the Interior" on page 30, line 22:

SEC. 109. Notwithstanding the provisions of the act of July 1, 1932 (47 Stat. 564; 25 U.S.C. 386a), any adjustment or elimination by the Secretary of the indebtedness (including interest thereon) of the Hydraburg Cooperative Association to the United States shall be immediately effective.

Under "Department of Energy: Energy Conservation" on page 39, line 21:

: *Provided further*, That \$100,100,000 for assistance to schools and hospitals and \$7,300,000 for energy conservation in local government buildings shall be available only upon enactment of suitable authorizing legislation: *Provided further*, That \$30,000,000 for energy impact assistance shall be available only upon enactment of H.R. 5146 or similar legislation.

BUDGETARY IMPACT OF H.R. 12932 ^{1/}

(Dollars in millions)

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
I. Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1979:				
SUBCOMMITTEE ON Interior and related agencies	13,300	11,495	11,600	10,525 ^{2/}
II. Summary of functional category of 1979 budget amounts recommended in the bill:				
250 - General Science, Space, and Technology-----	-----	2	-----	2
270 - Energy-----	-----	5,088	-----	4,583
300 - Natural Resources and Environment-----	-----	4,112	-----	3,708
450 - Community and Regional Development-----	-----	667	-----	640 ^{2/}
500 - Education, Training, Employment, and Social Services-----	-----	768	-----	724 ^{2/}
550 - Health-----	-----	558	-----	576
750 - Administration of Justice-----	-----	---	-----	4/
800 - General Government-----	-----	195	-----	187 ^{2/}
850 - General Purpose Fiscal Assistance-----	-----	105	-----	105
III. Financial assistance to State and local governments for 1979 in the bill-----	-----	1,321	-----	621
IV. Projections of outlays associated with budget authority recommended in the bill:				
1979-----	-----	-----	-----	5,507 ^{3/}
1980-----	-----	-----	-----	4,839
1981-----	-----	-----	-----	886
1982-----	-----	-----	-----	210
1983-----	-----	-----	-----	52

¹ Prepared by the Congressional Budget Office pursuant to sec. 308a, Public Law

93-344.

² Includes outlays from prior year budget authority.

³ Excludes outlays from prior year budget authority.

⁴ Less than \$500,000.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1978 AND THE BUDGET ESTIMATES FOR 1979

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—FEDERAL FUNDS

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are *not* included in the accompanying bill]

Item	1978 appropriation ¹	Budget estimate	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE ²			
Payments to State and local governments:			
Payments to States (proceeds of sales)	\$551,000	\$579,000	+\$28,000
Payments to States from grazing receipts, public lands	3,037,000	3,608,000	+ 571,000
Coos Bay Wagon Road grant lands, payments to Coos Bay and Douglas Counties, Oreg., in lieu of taxes	1,900,000	2,500,000	\$600,000
Oregon and California grant lands, payment to counties..	106,045,000	113,000,000	+ 6,955,000
Mineral leasing, payment to States	173,926,000	202,043,000	+ 28,117,000
Payments to counties, national grasslands, Bureau of Land Management	395,000	444,000	+ 49,000
Payment to counties under national wildlife refuge fund	3,400,000	3,100,000	- 300,000
Educational expenses, children of employees, Yellowstone National Park	475,000	410,000	- 65,000
Payments to State of Wyoming, in lieu of taxes on lands in Grand Teton National Park, National Park Service	25,000	25,000	.....
Claim and treaty obligations, Bureau of Indian Affairs	200,000	200,000	.....
Internal Revenue collections for Virgin Islands, Territorial Affairs	20,000,000	20,000,000	.....
Total, payments to State and local governments	<u>309,954,000</u>	<u>345,909,000</u>	<u>+ 35,955,000</u>
Receipts applied to operations:			
Leasing of grazing lands ..	2,000	2,000	.....
Expenses, road maintenance deposits	2,500,000	2,500,000	.....
Migratory bird conservation fund	12,000,000	³ 12,000,000	.....
Expenses, incident to sale of refuge products	1,100,000	1,100,000	.....
Proceeds from sales, water resources development projects	55,000	55,000	.....

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1978 AND THE BUDGET ESTIMATES FOR 1979—Continued

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—FEDERAL FUNDS—Continued

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are *not* included in the accompanying bill]

Item	1978 appropriation ¹	Budget estimate	Increase (+) or decrease (—)
Commerative activities fund.....	\$500,000		—\$500,000
Operations and maintenance revenue, Indian irrigation systems	9,000,000	\$9,000,000	
Power revenues, Indian irrigation projects.....	6,430,000	8,000,000	+1,570,000
Total, receipts applied to operations.....	31,587,000	32,657,000	+1,070,000
Mixed receipts:			
Federal aid in fish restoration management:			
Payments to States	24,331,684	26,500,000	+2,168,316
Applied to operations	2,000,000	2,100,000	+100,000
Federal aid in wildlife restoration:			
Payments to States	62,389,316	77,900,000	+15,510,684
Applied to operations	5,400,000	5,800,000	+400,000
Total, mixed receipts	94,121,000	112,300,000	+18,179,000
Contract authority:			
Land and water conservation, Heritage Conservation and Recreation Service	30,000,000	30,000,000	
Helium Fund, Bureau of Mines.....		⁴ 47,500,000	
Total, Department of the Interior.....	465,662,000	520,866,000	+55,204,000
DEPARTMENT OF AGRICULTURE—FOREST SERVICE			
Payments to States and local governments (indefinite):			
Payments to States, national forest fund (25 percent fund)	224,098,352	239,727,000	+15,628,648
Payment to Minnesota (Cook, Lake, and St. Louis Counties)	259,038	259,038	
Payments to counties, national grasslands	996,075	1,258,003	+261,928
Payments to school funds, Arizona and New Mexico	219,320	308,216	+88,896
Total, payments to States and local governments	225,572,785	241,552,257	+15,979,472

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1978 AND THE BUDGET ESTIMATES FOR 1979—Continued

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—FEDERAL FUNDS—Continued

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are *not* included in the accompanying bill]

Item	1978 appropriation ¹	Budget estimate	Increase (+) or decrease (-)
Receipts applied to operations:			
Expenses, brush disposal (indefinite).....	\$34,290,000	\$36,902,000	+\$2,612,000
Roads and trails for States (10 percent fund) (indefinite).....	66,011,953	72,537,000	+6,525,047
Licensee programs (Smokey Bear-Woodsy Owl) (indefinite).....	310,000	165,000	-145,000
Restoration of forest lands and improvements (indefinite).....	50,000	50,000	.....
Timber purchaser roads constructed by Forest Service (indefinite).....	15,000,000	15,000,000	.....
Timber salvage sales.....	.....	1,556,000	+1,556,000
Total, receipts applied to operations.....	115,661,953	126,210,000	+10,548,047
Total, Department of Agriculture-Forest Service.....	341,234,738	367,762,257	+26,527,519
Total, new budget (obligational) authority, Federal Funds.....	806,896,738	888,628,257	+81,731,519

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—TRUST FUNDS

Item	1978 appropriation ¹	Budget estimate	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE ²			
Land resources management.....	\$599,000	\$599,000	.....
Trustee funds, Alaska townsites, Bureau of Land Management.....	1,000	1,000	.....
Contributed funds, Fish and Wildlife Service.....	2,500,000	2,800,000	+\$300,000
Donations, National Park Service, Birthplace of Abraham Lincoln, preservation of, National Park Service.....	2,877,000	2,077,000	-800,000
Jefferson National expansion Memorial contributions.....	3,000	3,000	.....
Contributed funds, Bureau of Mines.....	120,000	120,000	.....
Indian moneys, proceeds of labor, agencies, schools, etc.....	800,000	800,000	.....
Funds contributed for Indian projects.....	5,200,000	5,400,000	+200,000
Bequest of George C. Edgeter, relief of indigent Indians.....	399,000	399,000	.....
	2,000	2,000	.....

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1978 AND THE BUDGET ESTIMATES FOR 1979—Continued

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—TRUST FUNDS—Continued

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are *not* included in the accompanying bill]

Item	1978 appropriation ¹	Budget estimate	Increase (+) or decrease (—)
Miscellaneous trust funds of Indian tribes ⁵	328,399,000	319,699,000	—8,700,000
Total, Department of the Interior.....	340,900,000	331,900,000	—9,000,000
DEPARTMENT OF AGRICULTURE—FOREST SERVICE			
Cooperative work (indefinite).....	94,500,000	105,002,000	+ 10,502,000
OTHER AGENCIES—INDEFINITE			
Contributed funds, Energy Research and Development Administration.....	20,000	20,000	.....
National Foundation on the Arts and the Humanities:			
Gifts and donations	16,000,000	16,000,000	.....
Smithsonian Institution:			
Canal Zone biological area fund	70,000	70,000	.....
Joint Federal-State Land Use Planning Commission for Alaska: Cooperative funds	586,000	431,000	—155,000
Contributions, Indian Health Facilities	1,250,000	1,250,000	.....
Total, other agencies	17,926,000	17,771,000	—155,000
Total, permanent new budget (obligational) authority, trust funds	453,326,000	454,673,000	+ 1,347,000

¹ Some amounts are estimated and therefore subject to change.

² Exclusive of Bureau of Reclamation (which will be considered in connection with the Public Works appropriation bill).

³ Excludes \$11,000,000 estimated revenue dependent upon proposed legislation.

⁴ Proposed for rescission in the accompanying bill.

⁵ Annual appropriation language required.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN

[Amounts

Item	1978 Appropriation	Budget estimate
TITLE I - DEPARTMENT OF THE INTERIOR		
LAND AND WATER RESOURCES		
Bureau of Land Management		
Management of lands and resources.....	246,938,000	275,368,000
Acquisition, construction, and maintenance.....	18,707,000	17,683,000
Public lands development roads and trails (appropriation to liquidate contract authority).....	(1,924,000)	---
Payments in lieu of taxes.....	100,000,000	105,000,000
Oregon and California grant lands (indefinite, appropriation of receipts).....	56,500,000	58,250,000
Range improvements (indefinite, appropriation of receipts).....	9,172,000	10,900,000
Recreation development and operation of recreation facilities (indefinite, special fund).....	300,000	300,000
Service charges, deposits, and forfeitures (indefinite, special fund).....	11,531,000	20,523,000
Working capital fund.....	2,000,000	---
Miscellaneous trust funds (indefinite).....	100,000	100,000
	-----	-----
Total, Bureau of Land Management.....	445,248,000	488,124,000
	-----	-----
Office of Water Research and Technology		
Salaries and expenses.....	25,307,000	27,154,000
	-----	-----
Total, Land and Water Resources.....	470,555,000	515,278,000
	-----	-----
FISH AND WILDLIFE AND PARKS		
Heritage Conservation and Recreation Service		
Salaries and expenses.....	17,194,000	20,978,000
Land and Water Conservation Fund (indefinite).....	600,000,000	725,000,000
Historic preservation fund.....	45,000,000	45,000,000
	-----	-----
Total, Heritage Conservation and Recreation Service.....	662,194,000	790,978,000
	-----	-----
United States Fish and Wildlife Service		
Resource management.....	169,279,000	191,937,000
Construction and anadromous fish.....	68,660,000	89,943,000
Migratory bird conservation account (definite, repayable advance).....	10,000,000	10,000,000
Development and operation of recreation facilities (indefinite, special fund).....	150,000	150,000
	-----	-----
Total, United States Fish and Wildlife Service..	248,089,000	292,030,000
	-----	-----
National Park Service		
Operation of the national park system.....	323,152,000	363,714,000
Construction.....	161,442,000	121,328,000

**AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
THE BILL FOR FISCAL YEAR 1979**

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
295,315,000	274,991,000	+28,053,000	-377,000	-20,324,000
19,758,000	18,683,000	-24,000	+1,000,000	-1,075,000
---	---	(-1,924,000)	---	---
105,000,000	105,000,000	+5,000,000	---	---
58,250,000	58,250,000	+1,750,000	---	---
10,900,000	10,900,000	+1,728,000	---	---
300,000	300,000	---	---	---
20,523,000	20,523,000	+8,992,000	---	---
---	---	-2,000,000	---	---
100,000	100,000	---	---	---
<u>510,146,000</u>	<u>488,747,000</u>	<u>+43,499,000</u>	<u>+623,000</u>	<u>-21,399,000</u>
31,057,000	26,842,000	+1,535,000	-312,000	-4,215,000
<u>541,203,000</u>	<u>515,589,000</u>	<u>+45,034,000</u>	<u>+311,000</u>	<u>-25,614,000</u>
17,874,000	14,874,000	-2,320,000	-6,104,000	-3,000,000
645,841,000	645,194,000	+45,194,000	-79,806,000	-647,000
60,000,000	100,000,000	+55,000,000	+55,000,000	+40,000,000
<u>723,715,000</u>	<u>760,068,000</u>	<u>+97,874,000</u>	<u>-30,910,000</u>	<u>+36,353,000</u>
196,695,000	194,508,000	+25,229,000	+2,571,000	-2,187,000
96,153,000	96,479,000	+27,819,000	+6,536,000	+326,000
10,000,000	10,000,000	---	---	---
150,000	150,000	---	---	---
<u>302,998,000</u>	<u>301,137,000</u>	<u>+53,048,000</u>	<u>+9,107,000</u>	<u>-1,861,000</u>
382,317,000	367,631,000	+44,479,000	+3,917,000	-14,686,000
111,775,000	130,391,000	-31,051,000	+9,063,000	+18,616,000

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE**

[Amounts

Item	1978 Appropriation	Budget estimate
Road construction (appropriation to liquidate contract authority).....	(30,198,271)	---
Planning, development, and operation of recreation facilities (indefinite, special fund).....	14,000,000	15,478,000
John F. Kennedy Center for the Performing Arts.....	3,750,000	4,066,000
Total, National Park Service.....	502,344,000	504,586,000
Total, Fish and Wildlife and Parks.....	1,412,627,000	1,587,594,000
ENERGY AND MINERALS		
Geological Survey		
Surveys, investigations, and research.....	363,547,000	398,363,000
Exploration of national petroleum reserve in Alaska...	209,541,000	185,548,000
Total, Geological Survey.....	573,088,000	583,911,000
Bureau of Mines		
Mines and minerals.....	135,270,000	121,329,000
Helium fund (permanent authority).....	---	(47,500,000)
Total, Bureau of Mines.....	135,270,000	121,329,000
Office of Surface Mining Reclamation and Enforcement		
Regulation and technology.....	30,880,000	43,661,100
Abandoned mine reclamation fund (definite, trust fund)	36,647,000	70,861,000
Total, Office of Surface Mining Reclamation and Enforcement.....	67,527,000	114,522,000
Total, Energy and Minerals.....	775,885,000	819,762,000
INDIAN AFFAIRS		
Bureau of Indian Affairs		
Operation of Indian Programs.....	685,555,000	761,256,000
Construction.....	66,319,000	86,815,000
Road construction.....	75,335,000	71,410,000
Road construction (appropriation to liquidate contract authority).....	(22,912,000)	---
Alaska native fund.....	30,000,000	30,000,000
Trust funds (definite).....	3,000,000	3,000,000
Trust funds (indefinite).....	23,000,000	21,000,000
Total, Bureau of Indian Affairs.....	883,209,000	973,481,000

AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
---	---	(-30,198,271)	---	---
15,478,000	15,478,000	+1,478,000	---	---
4,055,000	4,055,000	+305,000	-11,000	---
-----	-----	-----	-----	-----
513,625,000	517,555,000	+15,211,000	+12,969,000	+3,930,000
=====	=====	=====	=====	=====
1,540,338,000	1,578,760,000	+166,133,000	-8,834,000	+38,422,000
=====	=====	=====	=====	=====
419,689,000	395,127,000	+31,580,000	-3,236,000	-24,562,000
216,048,000	251,998,000	+42,457,000	+66,450,000	+35,950,000
-----	-----	-----	-----	-----
635,737,000	647,125,000	+74,037,000	+63,214,000	+11,388,000
=====	=====	=====	=====	=====
132,667,000	118,058,000	-17,212,000	-3,271,000	-14,609,000
---	(-47,500,000)	(-47,500,000)	(-95,000,000)	(-47,500,000)
-----	-----	-----	-----	-----
132,667,000	118,058,000	-17,212,000	-3,271,000	-14,609,000
=====	=====	=====	=====	=====
39,344,000	48,944,000	+18,064,000	+5,283,000	+9,600,000
77,851,000	78,451,000	+41,804,000	+7,590,000	+600,000
-----	-----	-----	-----	-----
117,195,000	127,395,000	+59,868,000	+12,873,000	+10,200,000
=====	=====	=====	=====	=====
885,599,000	892,578,000	+116,693,000	+72,816,000	+6,979,000
=====	=====	=====	=====	=====
791,092,000	755,087,000	+69,532,000	-6,169,000	-36,005,000
116,265,000	117,254,000	+50,935,000	+30,439,000	+989,000
74,010,000	76,753,000	+1,418,000	+5,343,000	+2,743,000
---	---	(-22,912,000)	---	---
30,000,000	30,000,000	---	---	---
3,000,000	3,000,000	---	---	---
21,000,000	21,000,000	-2,000,000	---	---
-----	-----	-----	-----	-----
1,035,367,000	1,003,094,000	+119,885,000	+29,613,000	-32,273,000
=====	=====	=====	=====	=====

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE**

[Amounts

Item	1978 Appropriation	Budget estimate
TERRITORIAL AFFAIRS		
Office of Territorial Affairs		
Administration of territories.....	37,470,000	49,436,000
Permanent appropriation (special fund).....	(336,000)	---
Transferred from other accounts (special fund).....	(938,000)	---
Trust Territory of the Pacific Islands.....	96,483,000	106,920,000
Micronesian Claims Fund.....	---	---
Total, Office of Territorial Affairs.....	133,953,000	156,356,000
SECRETARIAL OFFICES		
Office of the Solicitor		
Salaries and expenses.....	14,409,000	14,895,000
Office of the Secretary		
Departmental Management.....	34,993,000	40,607,000
Salaries and expenses.....	(21,454,000)	(24,597,000)
Departmental operations.....	(13,539,000)	(16,010,000)
Salaries and expenses (special foreign currency program).....	1,000,000	1,000,000
Total, Office of the Secretary.....	35,993,000	41,607,000
Total, Secretarial Offices.....	50,402,000	56,502,000
Total, title I, new budget (obligational) authority, Department of the Interior.....	3,726,631,000	4,108,973,000
Consisting of:		
Appropriations.....	3,726,631,000	4,108,973,000
Definite appropriations.....	3,011,878,000	3,257,272,000
Indefinite appropriations.....	714,753,000	851,701,000
Memoranda:		
Appropriations to liquidate contract authority.....	(55,034,271)	---
Title I, new budget (obligational) authority and appropriations to liquidate contract authority.....	3,781,665,271	4,108,973,000

**AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued**

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
53,523,000	49,423,000	+11,953,000	-13,000	-4,100,000
---	---	(-336,000)	---	---
---	---	(-938,000)	---	---
115,578,000	106,898,000	+10,415,000	-22,000	-8,680,000
12,600,000	---	---	---	-12,600,000
-----	-----	-----	-----	-----
181,701,000	156,321,000	+22,368,000	-35,000	-25,380,000
=====	=====	=====	=====	=====
14,585,000	14,394,000	-15,000	-501,000	-191,000
=====	=====	=====	=====	=====
42,391,000	41,545,000	+6,552,000	+938,000	-846,000
(26,381,000)	(26,195,000)	(+4,741,000)	(+1,598,000)	(-186,000)
(16,010,000)	(15,350,000)	(+1,811,000)	(-660,000)	(-660,000)
1,000,000	1,000,000	---	---	---
-----	-----	-----	-----	-----
43,391,000	42,545,000	+6,552,000	+938,000	-846,000
-----	-----	-----	-----	-----
57,976,000	56,939,000	+6,537,000	+437,000	-1,037,000
-----	-----	-----	-----	-----
4,242,184,000	4,203,281,000	+476,650,000	+94,308,000	-38,903,000
-----	-----	-----	-----	-----
4,242,184,000	4,203,281,000	+476,650,000	+94,308,000	-38,903,000
3,469,642,000	3,431,386,000	+419,508,000	+174,114,000	-38,256,000
772,542,000	771,895,000	+57,142,000	-79,806,000	-647,000
---	---	(-55,034,271)	---	---
=====	=====	=====	=====	=====
4,242,184,000	4,203,281,000	+421,615,729	+94,308,000	-38,903,000
=====	=====	=====	=====	=====

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE**

[Amounts

Item	1978 Appropriation	Budget estimate
TITLE II - RELATED AGENCIES		
DEPARTMENT OF AGRICULTURE		
Forest Service		
Forest protection and utilization:		
Forest land management.....	535,754,000	689,624,000
Forest research.....	101,488,000	102,152,000
State and private forestry cooperation.....	53,059,000	41,755,000
Total, Forest protection and utilization.....	690,301,000	833,531,000
Construction and land acquisition.....	40,630,000	19,545,000
Youth conservation corps.....	60,000,000	60,000,000
Forest roads.....	212,115,000	243,466,000
Forest roads and trails.....	175,833,000	173,922,000
Forest roads and trails (appropriation to liquidate contract authority).....	(78,781,000)	---
Timber Salvage Sales.....	---	---
Acquisition of lands for national forests:		
Special acts (special fund, indefinite).....	165,000	160,000
Acquisition of lands to complete land exchanges (special fund, indefinite).....	38,000	242,000
Rangeland improvements (special fund, indefinite).....	5,200,000	6,374,000
Assistance to States for tree improvement.....	1,387,000	1,409,000
Construction and operation of recreation facilities (indefinite, special fund).....	4,084,000	3,459,000
Rights of way (indefinite).....	---	100,000
Total, Forest Service.....	1,189,753,000	1,342,208,000
DEPARTMENT OF ENERGY		
Fossil energy research and development.....	619,950,000	637,451,000
Fossil energy construction.....	72,800,000	50,329,000
Energy production, demonstration, and distribution....	186,847,000	254,692,000
Energy conservation.....	594,024,000	927,731,000
Economic Regulatory Administration.....	84,240,000	98,933,000
Strategic petroleum reserve.....	3,179,889,000	4,250,464,000
Energy Information Administration.....	48,062,000	63,405,000
Total, Department of Energy.....	4,785,812,000	6,283,005,000
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE		
Health Services Administration		
Indian health services.....	428,891,000	472,852,000
Indian health facilities.....	71,257,000	69,955,000
Total, Indian health.....	500,148,000	542,807,000
Office of Education		
Indian education.....	59,660,000	75,735,000

**AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued**

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
626,720,000	672,128,000	+136,374,000	-17,496,000	+45,408,000
110,718,000	104,002,000	+2,514,000	+1,850,000	-6,716,000
57,676,000	48,260,000	-4,799,000	+6,505,000	-9,416,000
<u>795,114,000</u>	<u>824,390,000</u>	<u>+134,089,000</u>	<u>-9,141,000</u>	<u>+29,276,000</u>
43,550,000	24,118,000	-16,512,000	+4,573,000	-19,432,000
60,000,000	60,000,000	---	---	---
243,466,000	243,466,000	+31,351,000	---	---
224,275,000	191,131,000	+15,298,000	+17,209,000	-33,144,000
---	---	(-78,781,000)	---	---
3,000,000	3,000,000	+3,000,000	+3,000,000	---
415,000	160,000	-5,000	---	-255,000
239,000	239,000	+201,000	-3,000	---
5,400,000	5,400,000	+200,000	-974,000	---
1,508,000	1,508,000	+121,000	+99,000	---
3,459,000	3,459,000	-625,000	---	---
100,000	---	---	-100,000	-100,000
<u>1,380,526,000</u>	<u>1,356,871,000</u>	<u>+167,118,000</u>	<u>+14,663,000</u>	<u>-23,655,000</u>
614,704,000	589,753,000	-30,197,000	-47,698,000	-24,951,000
27,139,000	163,919,000	+91,119,000	+113,590,000	+136,780,000
182,881,000	167,181,000	-19,666,000	-87,511,000	-15,700,000
897,001,000	754,031,000	+160,007,000	-173,700,000	-142,970,000
94,733,000	94,733,000	+10,493,000	-4,200,000	---
4,084,624,000	3,006,854,000	-173,035,000	-1,243,610,000	-1,077,770,000
59,286,000	59,286,000	+11,224,000	-4,119,000	---
<u>5,960,368,000</u>	<u>4,835,757,000</u>	<u>+49,945,000</u>	<u>-1,447,248,000</u>	<u>-1,124,611,000</u>
490,048,000	481,127,000	+52,236,000	+8,275,000	-8,921,000
70,555,000	76,960,000	+5,703,000	+7,005,000	+6,405,000
<u>560,603,000</u>	<u>558,087,000</u>	<u>+57,939,000</u>	<u>+15,280,000</u>	<u>-2,516,000</u>
73,735,000	71,735,000	+12,075,000	-4,000,000	-2,000,000

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE**

[Amounts

Item	1978 Appropriation	Budget estimate
Office of the Assistant Secretary for Education		
Institute of Museum Services.....	4,000,000	7,752,000

Total, Department of Health, Education, and Welfare.....	563,808,000	626,294,000

INDIAN CLAIMS COMMISSION		
Salaries and expenses.....	1,500,000	---

NAVAJO AND HOPI INDIAN RELOCATION COMMISSION		
Salaries and expenses.....	2,050,000	13,129,000

SMITHSONIAN INSTITUTION		
Salaries and expenses.....	88,238,000	96,307,000
Museum programs and related research (special foreign currency program).....	4,000,000	3,700,000
Science information exchange.....	1,777,000	2,218,000
Construction and improvements, National Zoological Park.....	2,500,000	3,900,000
Restoration and renovation of buildings.....	2,425,000	3,100,000
Construction.....	325,000	575,000

Subtotal.....	99,265,000	109,800,000

Salaries and expenses, National Gallery of Art.....	14,509,000	19,305,000
Salaries and expenses, Woodrow Wilson International Center for Scholars.....	1,256,000	1,317,000

Total, Smithsonian Institution.....	115,030,000	130,422,000

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES		
National Endowment for the Arts		
Salaries and expenses.....	89,100,000	102,160,000
Administrative expenses.....	8,900,000	10,000,000
Matching grants.....	25,500,000	37,500,000

Total, National Endowment for the Arts.....	123,500,000	149,660,000

National Endowment for the Humanities		
Salaries and expenses.....	87,800,000	100,300,000
Administrative expenses.....	8,200,000	10,800,000
Matching grants.....	25,000,000	34,500,000

Total, National Endowment for the Humanities....	121,000,000	145,600,000

Total, National Foundation on the Arts and the Humanities.....	244,500,000	295,260,000

AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
7,752,000	8,000,000	+4,000,000	+248,000	+248,000
642,090,000	637,822,000	+74,014,000	+11,528,000	-4,268,000
---	---	-1,500,000	---	---
8,752,000	8,692,000	+6,642,000	-4,437,000	-60,000
96,841,000	95,540,000	+7,302,000	-767,000	-1,301,000
3,700,000	3,700,000	-300,000	---	---
2,000,000	2,000,000	+223,000	-218,000	---
3,900,000	3,900,000	+1,400,000	---	---
2,100,000	1,950,000	-475,000	-1,150,000	-150,000
575,000	575,000	+250,000	---	---
109,116,000	107,665,000	+8,400,000	-2,135,000	-1,451,000
19,305,000	18,455,000	+3,946,000	-850,000	-850,000
1,567,000	1,567,000	+311,000	+250,000	---
129,988,000	127,687,000	+12,657,000	-2,735,000	-2,301,000
102,160,000	102,160,000	+13,060,000	---	---
10,000,000	9,550,000	+650,000	-450,000	-450,000
37,500,000	37,500,000	+12,000,000	---	---
149,660,000	149,210,000	+25,710,000	-450,000	-450,000
98,300,000	98,300,000	+10,500,000	-2,000,000	---
10,800,000	9,450,000	+1,250,000	-1,350,000	-1,350,000
36,500,000	36,500,000	+11,500,000	+2,000,000	---
145,600,000	144,250,000	+23,250,000	-1,350,000	-1,350,000
295,260,000	293,460,000	+48,960,000	-1,800,000	-1,800,000

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE**

[Amounts

Item	1978 Appropriation	Budget estimate
COMMISSION OF FINE ARTS		
Salaries and expenses.....	233,000	264,000
ADVISORY COUNCIL ON HISTORIC PRESERVATION		
Salaries and expenses.....	1,080,000	1,553,000
NATIONAL CAPITAL PLANNING COMMISSION		
Salaries and expenses.....	1,819,000	1,939,000
FRANKLIN DELANO ROOSEVELT MEMORIAL COMMISSION		
Salaries and expenses.....	25,000	20,000
JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION FOR ALASKA		
Salaries and expenses.....	712,000	594,000
PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION		
Salaries and expenses.....	1,294,000	1,530,000
Land acquisition and development (borrowing authority)	7,500,000	13,400,000
Public development.....	12,354,000	12,355,000
Total, Pennsylvania Avenue Development Corporation.....	21,148,000	27,285,000
FUNDS APPROPRIATED TO THE PRESIDENT		
Petroleum Reserves (indefinite, special fund) (by transfer).....	(561,200,000)	---
Total, title II, new budget (obligational) authority, related agencies.....	6,927,470,000	8,721,973,000
Consisting of:		
Appropriations.....	6,919,970,000	8,708,573,000
Definite appropriations.....	6,910,483,000	8,698,238,000
Indefinite appropriations.....	9,487,000	10,335,000
Borrowing authority.....	7,500,000	13,400,000
Memoranda:		
Appropriations to liquidate contract authority.....	(78,781,000)	---
Title II, new budget (obligational) authority and appropriations to liquidate contract authority.....	7,006,251,000	8,721,973,000

AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
263,000	263,000	+30,000	-1,000	---
1,178,000	1,178,000	+98,000	-375,000	---
1,936,000	1,991,000	+172,000	+52,000	+55,000
20,000	20,000	-5,000	---	---
594,000	356,000	-356,000	-238,000	-238,000
1,630,000	1,630,000	+336,000	+100,000	---
13,400,000	13,400,000	+5,900,000	---	---
12,355,000	12,355,000	+1,000	---	---
27,385,000	27,385,000	+6,237,000	+100,000	---
---	---	(-561,200,000)	---	---
8,448,360,000	7,291,482,000	+364,012,000	-1,430,491,000	-1,156,878,000
8,434,960,000	7,278,082,000	+358,112,000	-1,430,491,000	-1,156,878,000
8,425,347,000	7,268,824,000	+358,341,000	-1,429,414,000	-1,156,523,000
9,613,000	9,258,000	-229,000	-1,077,000	-355,000
13,400,000	13,400,000	+5,900,000	---	---
---	---	(-78,781,000)	---	---
8,448,360,000	7,291,482,000	+285,231,000	-1,430,491,000	-1,156,878,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AND AMOUNTS RECOMMENDED IN THE

[Amounts

	Item	1978 Appropriation	Budget estimate
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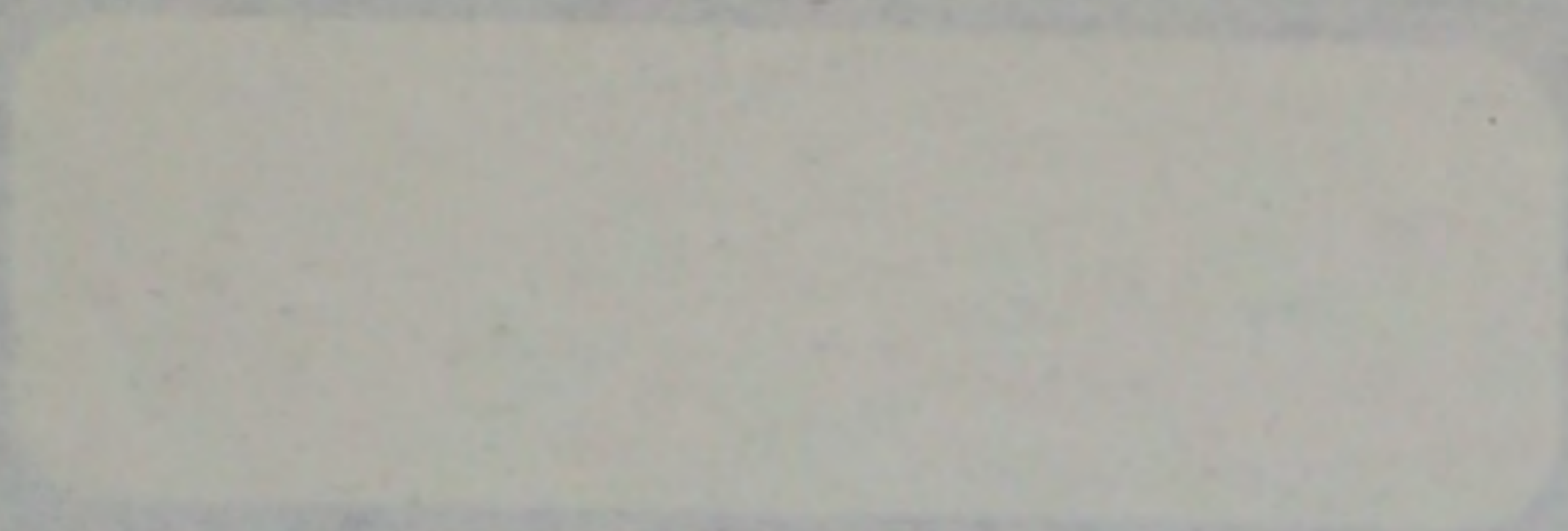
RECAPITULATION

Total, new budget (obligational) authority, all titles.....	10,654,101,000	12,830,946,000
Consisting of:		
Appropriations.....	10,646,601,000	12,817,546,000
Definite appropriations.....	9,922,361,000	11,955,510,000
Indefinite appropriations.....	724,240,000	862,036,000
Borrowing authority.....	7,500,000	13,400,000
Memoranda:		
Appropriations to liquidate contract authority.....	(133,815,271)	---
Grand total, new budget (obligational) authority and appropriations to liquidate contract authority.....	10,787,916,271	12,830,946,000

**AUTHORITY FOR FISCAL YEAR 1978 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1979—Continued**

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1978 Appropriation	Budget estimate	House allowance
12,690,544,000 =====	11,494,763,000 =====	+840,662,000 =====	-1,336,183,000 =====	-1,195,781,000 =====
12,677,144,000	11,481,363,000	+834,762,000	-1,336,183,000	-1,195,781,000
11,894,989,000	10,700,210,000	+777,849,000	-1,255,300,000	-1,194,779,000
782,155,000	781,153,000	+56,913,000	-80,883,000	-1,002,000
13,400,000	13,400,000	+5,900,000	---	---
---	---	(-133,815,271)	---	---
=====	=====	=====	=====	=====
12,690,544,000 =====	11,494,763,000 =====	+706,846,729 =====	-1,336,183,000 =====	-1,195,781,000 =====



SMITHSONIAN LIBRARIES



3 9088 01850 6048