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SENATE

{ REPORT
No. 96-363

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES
APPROPRIATION BILL, 1980

OCTOBER 10 (legislative day, OCTOBER 4), 1979.—Ordered to be printed

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

REPORT

[To accompany H.R. 4930]

The Committee on Appropriations, to which was referred the bill (H.R. 4930) making appropriations for the Department of the Interior and related agencies for the fiscal year ending September 30, 1980, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes recommended:

FISCAL YEAR 1980

Amount of bill as passed by House	\$10,231,970,000
Amount of increase by Senate	17,123,805,000
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Total of bill as reported by Senate.....	27,355,775,000
Estimates considered by House	8,440,770,000
Estimates considered by Senate	28,577,538,000
The bill as reported to the Senate:	
Under the budget estimate, 1980	1,221,763,000
Over appropriations, 1979	15,506,929,000

SUMMARY OF BILL

For this bill, estimates totaling \$28,577,538,000 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.

Synthetic fuels production.

Energy production, demonstration, and distribution:

Coal.

Naval petroleum and oil shale reserves.

Solar.

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.

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.

Pennsylvania Avenue Development Corporation.

Federal Inspector for the Alaska Gas Pipeline.

The Committee recommends appropriations totaling \$27,355,775,000 for the programs and activities in this bill. This includes \$26,451,103,000 for definite and \$767,672,000 for indefinite appropriations; \$120,000,000 in reappropriations; and \$17,000,000 in borrowing authority and \$1,500,000,000 derived by transfer. This is a decrease of \$1,221,763,000 in the budget estimates and an increase of \$17,123,805,000 in the House allowance.

In addition to the 40 days of hearings conducted on the administration's budget requests, the Committee received testimony during four full days of hearings from more than 150 non-Government witnesses whose requests would add nearly \$1 billion to the budgets of the agencies under this bill. In addition, the Committee processed more than 250 individual proposed amendments from Members of Congress which would, if approved in total, add more than \$1.4 billion to the bill.

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:

[In thousands of dollars]

	Fiscal year—		
	1978	1979	1980
Department of the Interior.....	3,524,817	3,661,766	4,368,791
Forest Service	765,348	780,775	835,073
Naval petroleum and oil shale reserves	501,000	736,000	1,130,000
Total.....	4,791,165	5,178,541	6,333,864

MAJOR CHANGES RECOMMENDED IN THE BILL

In an effort to honor congressional spending limitations, the Committee has developed substantial revisions in both the budget and House allowance for the 1980 fiscal year.

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

[In thousands of dollars]

	Committee recommendation	Committee recommendation compared with—	
		Budget estimate	House allowance
Title I—Department of the Interior:			
Bureau of Land Management.....	500,229	- 395	+ 475
Office of Water Research and Technology	30,522	- 217	- 455
Heritage Conservation and Recreation Service	761,964	- 57,990	+ 112,249
Fish and Wildlife Service.....	270,966	+ 5,137	- 7,616
National Park Service.....	520,429	+ 5,782	+ 20,117
Geological Survey	626,432	+ 162,684	+ 32,215
Bureau of Mines	131,603	- 3,591	- 3,280
Office of Surface Mining Reclamation and Enforcement	177,541	- 17,695	- 19,395
Bureau of Indian Affairs	944,105	- 30,015	- 52,339
Territorial Affairs	168,860	+ 23,046	- 28,061
Office of the Solicitor	15,741	- 119	+ 241
Office of the Secretary.....	46,144	- 3,617	- 10,016
Total, Title I—Department of the Interior	4,194,536	+ 83,010	+ 44,135
Title II—Related Agencies:			
Forest Service.....	1,433,944	+ 191,137	- 52,114
Department of Energy	2,064,562	+ 47,115	+ 183,051
Alternative fuels production.....	18,500,000	- 1,500,000	+ 17,000,000
Indian Health.....	562,642	- 22,714	- 53,109
Indian Education.....	75,900	- 975	+ 25
Institute of Museum Services	10,900		
Navajo and Hopi Indian Relocation Commission	950		
Smithsonian Institution	129,410	- 15,580	- 10,138
National Gallery of Art.....	21,978	- 599	- 333
Woodrow Wilson International Center for Scholars	2,611	+ 963	+ 1,000
National Endowment for the Arts.....	154,400		

[In thousands of dollars]

	Committee recommendation	Committee recommendation compared with—	
		Budget estimate	House allowance
Title II—Related Agencies—Continued			
National Endowment for the Humanities	147,800	-2,300	-2,300
Commission of Fine Arts	268	-3	
Advisory Council on Historic Preservation	1,460	-212	+110
National Capital Planning Commission	1,975	-218	
Franklin Delano Roosevelt Memorial Commission	40	+30	
Pennsylvania Avenue Development Corporation	38,966		+45
Federal Inspector for the Alaska pipeline	13,433	-1,417	+13,433
Total, Title II—Related Agencies ..	23,161,239	-1,304,773	+17,079,670
Grand total	27,355,775	-1,221,763	+17,123,805

By far the major single increase recommended in the bill provides \$20 billion to initiate a Federal program to stimulate the commercial production of alternative fuels. The net increase is \$18.5 billion, with \$1.5 billion derived by transfer from unneeded appropriations in the Strategic Petroleum Reserve. The total recommended under a special Department of Energy account is the same as the amount the administration requested in a last-minute budget amendment directed at a yet unauthorized energy security corporation.

Aside from alternative fuels production, the Committee recommends reductions in the budget. But substantial increases are also proposed in certain program areas, mainly in energy development and revenue-producing resource management. Major reductions are targeted on programs that have accumulated unused appropriations or that are less productive. This will cushion the impact of the recommended cutbacks and minimize program disruption. Reductions, then, are directed chiefly at Federal land acquisition and construction and at various State and local grant programs.

Federal land acquisition programs alone had more than \$220 million in prior appropriations still unobligated in the final quarter of the 1979 fiscal year. Unobligated State and local energy grant funds exceeded \$400 million. These were clearly areas where selected reductions were needed and where their program impact would be minimal. Many Federal construction accounts had similar appropriation backlogs, and the Committee acted accordingly.

Among a variety of program changes recommended for energy research and development is a heavy commitment to two major demonstrations of solvent refined coal processes for producing liquid and solid fuels. Substantial increases are recommended for other coal liquids and for magnetohydrodynamics. Full funding for energy impact assistance to States and local communities has also been included.

Energy demands also motivated the Committee's large increase for the Geological Survey to continue oil and gas exploration on the National Petroleum Reserve in Alaska. And the Committee responded to more basic human needs in proposing greater expenditures in the territories. Specific increases for Indian programs, meanwhile, have been more than offset by reducing estimates for overfunded or backlogged programs.

Although substantial increases are recommended in the Forest Service budget, the Committee allowance still falls below the House amount and below the level for fiscal year 1979. The thrust of the increases is to make more commercial timber available, a move designed to increase Federal revenues and to dampen the soaring lumber prices. This is in line with the policy announcement of the administration, although no budget request was transmitted.

BUDGET POLICY

The Committee has been troubled by the administration's failure recently to provide timely budget requests for many obvious program needs. In some cases there have been no budget estimates to cover even these requirements that have been mandated by law or litigation. The Committee recognizes the need to restrain spending increases but cannot understand why acknowledged, undeniable needs are not always addressed by the Office of Management and Budget.

It makes no sense to leave a completed medical facility without staff and adequate equipment. It is inconsistent to extend Federal recognition to an Indian tribe and then fail to fund the services required by that recognition. It is pointless to initiate a costly energy development project and then fail to seek adequate funds to keep it going. Yet the Committee has been confronted with these and other budget gaps in considering fiscal year 1980 appropriations. In several instances the administration has failed to supply budget amendments even after publicly acknowledging the need for budget increases. More recently, the White House went so far as to suggest informally that the Committee consider certain increases in the President's budget estimates in the absence of a budget amendment.

The Committee as a result has found it necessary to increase budget estimates for energy programs, Indian and territorial affairs, range and forestry management, and others. This leaves Congress the loser in budget scorekeeping.

But the real problem created by a negligent budget policy is the loss of adequate fiscal review. If Congress, through its Committees, must initiate program funding without budget support, a valuable administrative system of reviewing and refining spending estimates is not brought into play. The final appropriation may not then be properly tailored to the particular program need.

The Committee urges the administration to revamp its budget policy in this respect so that timely and well-developed budget estimates are available to meet mandatory or acknowledged program needs.

BUDGET STRUCTURES

There is a growing tendency among many Federal agencies to conduct an annual revision in their budget structures. Sometimes these revisions are based on real program needs and sound fiscal practices. Just as often, however, these changes are more cosmetic than fiscal. And they create unnecessary difficulties for the Committee in tracking program comparisons from year to year.

In the future, all proposed budget structure changes must be submitted well in advance of the annual budget submission for the Committee's review and approval. The Committee will no longer accept revisions that are proposed as a part of the budget. The budget submission proposal is almost impossible to reverse since it is already built into the agency's justification material.

Budget revisions should be based on clearly justified program needs or should effect substantial improvements in budget presentations. If the changes involve the consolidation of appropriation accounts, agencies would be wise to consult with the Committee in advance of developing any revisions.

TITLE I—DEPARTMENT OF THE INTERIOR

LAND AND WATER RESOURCES

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

Appropriation, 1979.....	\$342,756,000
Estimate, 1980.....	¹ 296,231,000
House allowance.....	295,361,000
Committee recommendation.....	295,836,000

¹ Includes \$8,300,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$295,836,000, reducing the budget estimate by \$395,000 and increasing the House allowance by \$475,000. Allowances are detailed in the following comparative table by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Energy and minerals management:			
Energy onshore.....	\$34,776,000	\$32,936,000	-\$1,840,000
Energy offshore.....	56,318,000	51,993,000	-4,325,000
Non-energy onshore.....	9,336,000	8,486,000	-850,000
Lands and realty management.....	33,315,000	33,315,000	
Renewable resources management:			
Forestry.....	9,265,000	9,065,000	-200,000
Range.....	36,455,000	42,255,000	+5,800,000
Recreation.....	17,965,000	17,250,000	-715,000
Soil, water, and air.....	18,004,000	19,304,000	+1,300,000
Wildlife habitat.....	13,530,000	15,930,000	+2,400,000
Fire protection.....	8,764,000	8,764,000	
Planning and data management:			
Multiple use planning.....	12,396,000	12,396,000	
Data management.....	15,558,000	15,058,000	-500,000
Cadastral survey.....	21,068,000	21,068,000	
Firefighting.....	4,750,000	4,750,000	
Administration and law enforcement.....	4,731,000	4,731,000	
Public affairs and congressional relations.....		-315,000	-315,000
Travel costs.....		-1,150,000	-1,150,000

Energy and minerals management.—The recommended \$1,840,000 reduction in onshore energy includes leasing program cutbacks of \$1,500,000 in oil and gas, \$200,000 in geothermal, and \$140,000 in oil shale. Both oil and gas and geothermal leasing were targeted by BLM for reprogramming reductions in the current year because of program slippage, and these reductions adjust the fiscal year 1980 program accordingly. The oil shale leasing reduction, in agreement with the House, recognizes the impact of litigation involving public lands in Utah.

A \$4,325,000 reduction in the expanded outer continental shelf leasing program is directed mainly at estimates the Committee considers to be inflated. General administration is reduced by \$1,825,000,

including \$775,000 from the intergovernmental planning program, and environmental study contracting is cut by \$2,500,000. The Committee is mindful that the recently expanded 5-year OCS leasing program requires advance funding, and has recommended a total allowance that is \$4,189,000 over the supplemented program for fiscal year 1979.

A recent reprogramming proposed by the Department indicated there was overfunding in nonenergy mineral leasing and mining law administration. These programs have been reduced \$250,000 and \$600,000 respectively.

Renewable resource management.—A total increase of \$9,500,000 is recommended for range management activities under the range, soil, water and air, and wildlife habitat functions. Nearly \$10,000,000 more is also available under a separate range improvement fund appropriation. This, coupled with some \$2,000,000 in retained 1979 program increases, will substantially accelerate range improvements and grazing. The range increase includes \$1,300,000 for the San Simon Valley watershed, Arizona, and \$800,000 for wild horse and burro management.

The latter increase reflects the Committee's growing concern over the Bureau's failure to control excess populations of these wild animals in the West. Committee field hearings in Nevada brought confirmation from Bureau witnesses that current management levels are not sufficient to curb the growth of herds, let alone reduce their sizes. It is clear that controls must be increased and that unadoptable animals must be destroyed in the most humane and cost-efficient manner possible as required by Public Law 95-514. Special attention should be directed to public lands in Nevada where current estimates place more than 36,000 wild horses, or more than half the total herds in the West.

The Committee has provided sufficient funds for the Bureau to continue operations at the Spanaway Distribution Center under the Adopt-a-Horse program in Washington State.

Recent field hearings conducted by the Committee confirmed reports of widespread public concern over large reductions in grazing allotments. The Committee is concerned that these cutbacks can have severe economic impact in the western public lands States by undermining the basic grazing units needed for successful livestock operations. This is a problem that needs careful review by the congressional committees of legislative jurisdiction. Meanwhile, the Committee has recommended a limitation in the accompanying bill designed to prevent the Bureau from reducing licensed animal unit months by more than 10 percent in fiscal 1980.

The Committee is equally disturbed by the heavy strain on range management funding created by ever-increasing environmental protection requirements. It is clear that funds intended for badly needed range improvements are being diverted at greater and greater rates into expensive environmental paperwork. The substantial increases recommended for range management are not intended to finance still more paperwork. The Bureau will be expected to make these funds available for actual on-the-ground range management and improvements. Every effort should be made to minimize environmental redtape so that long overdue restoration of public range lands can be accelerated.

The Committee expects the Bureau to commit the funds necessary to carry out an adequate controlled burning program in the Cow Mountain area of Mendocino and Lake Counties in California.

Recommendations for recreation management include a reduction of \$1,000,000 in wilderness studies. Because of an acceleration of these studies in fiscal year 1979, this program is expected to peak by January. Increases of \$200,000 for Red Rocks recreation lands in Nevada and \$85,000 for the Iditarod Trail in Alaska are recommended for the recreation resources function.

Planning and data management.—A \$500,000 reduction in data management reflects a lower program priority disclosed by the Bureau in a recent reprogramming proposal. The reduction should not adversely impact overall implementation of the Bureau's strategic plan for information systems management.

General administration.—The Committee has concurred in a \$315,000 reduction of public affairs and congressional relations funding approved by the House. The additional \$1,150,000 reduction in travel spending, a 10-percent cutback, should be directed chiefly at administrative travel.

The Committee notes the State of Alaska is developing priorities for its Statehood Act land selections to determine which should be conveyed at the earliest possible date. These priorities are based on a pattern of land acquisition designed to assure steady economic growth in the State and to strengthen the State's program to increase private land holdings. These priorities also complement the State's land classification process. The Committee expects the Department to work closely with the State of Alaska to insure that lands selected for conveyance respond to State priorities as closely as possible.

ACQUISITION, CONSTRUCTION, AND MAINTENANCE

Appropriation, 1979	\$19,011,000
Estimate, 1980	16,343,000
House allowance	16,343,000
Committee recommendation	16,343,000

The Committee recommends an appropriation of \$16,343,000, the same as the budget estimate and House allowance. This funding will continue the construction and maintenance of buildings, recreation facilities, roads, and trails required for the proper management of public lands and resources.

PAYMENTS IN LIEU OF TAXES

Appropriation, 1979	\$105,000,000
Estimate, 1980	108,000,000
House allowance	108,000,000
Committee recommendation	108,000,000

The Committee recommends an appropriation of \$108,000,000, the same as the budget estimate and House allowance, to continue payments to local governments as compensation for property tax losses resulting from certain Federal land ownership.

The Committee is concerned that a recent decision by the Comptroller General affecting the level of payments to counties which

pass moneys through to school districts may upset the equity of this assistance program. The Senate Committee on Energy and Natural Resources is urged to examine this situation and recommend legislation to correct any imbalance in payments.

Local governments benefiting from these payments should make every effort to assist Federal agencies in the enforcement of State and Federal laws on public lands.

OREGON AND CALIFORNIA GRANT LANDS

(Indefinite, Appropriation of Receipts)

Appropriation, 1979	\$55,000,000
Estimate, 1980	55,000,000
House allowance	55,000,000
Committee recommendation	55,000,000

The Committee recommends an indefinite appropriation of \$55,000,000, the estimate of receipts available for the established Federal share of timber sales and other revenues on the revested Oregon and California grant lands. In addition to approving the budgeted obligation program for Federal resource management work, the Committee recommends \$1,200,000 be obligated for a cooperative project of intensified reforestation research.

RANGE IMPROVEMENTS

(Indefinite, Appropriation of Receipts)

Appropriation, 1979	\$8,665,000
Estimate, 1980	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. This funding complements the range management activity financed in the BLM's regular operating account.

RECREATION, DEVELOPMENT, AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1979	\$300,000
Estimate, 1980	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, 1979	\$13,750,000
Estimate, 1980	13,750,000
House allowance	13,750,000
Committee recommendation	13,750,000

The Committee recommends an appropriation of \$13,750,000, 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.

MISCELLANEOUS TRUST FUNDS

(Current, Indefinite)

Appropriation, 1979	\$100,000
Estimate, 1980	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, 1979	\$28,357,000
Estimate, 1980	30,739,000
House allowance	30,977,000
Committee recommendation	30,522,000

The Committee recommends an appropriation of \$30,522,000, reducing the budget estimate by \$217,000 and the House allowance by \$455,000. Allocations are detailed in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Water resource research and development:			
State institutes	\$5,940,000	\$5,940,000	
Matching research grants	5,200,000	4,980,000	-\$220,000
Water research and development	3,600,000	3,600,000	
Saline water research and development:			
Water conversion research	3,000,000	3,000,000	
Technology development	7,900,000	7,650,000	-250,000
Demonstration plants	340,000	814,000	+474,000
Technology transfer and information dissemination	1,850,000	1,650,000	-200,000
General support	2,909,000	2,909,000	
Pay cost reduction		-21,000	-21,000

The Committee has agreed to House reductions in matching grants and in membrane and thermal development under saline water research but recommends restoring a \$150,000 reduction in new process work under water conversion research.

In revising the budget estimate for desalting demonstration plants, a total of \$764,000, or \$604,000 above the budget request, has been included to accelerate design of the two selected plants at Virginia Beach, Va., and Alamogordo, N. Mex. The House allowance of \$1,160,000 would not have been sufficient to begin actual construction, according to departmental estimates. It is doubtful that construction could begin on either plant before fiscal 1981, and the Committee prefers to await detailed design results before recommending construction funds. The Committee has restored \$50,000 of \$180,000 deleted by the House so that feasibility and selection studies can proceed on a third facility.

In agreement with the House, the Committee has reluctantly postponed implementing an investigative study recommendation to merge OWRT programs into the Geological Survey. Without dramatic improvements in OWRT program coordination and leadership, however, the Committee is prepared to shift research and development funding to the Survey's water resources division. Meanwhile, the Committee does not recommend any increase for additional positions.

HERITAGE CONSERVATION AND RECREATION SERVICE

SALARIES AND EXPENSES

Appropriation, 1979	\$15,174,000
Estimate, 1980	14,954,000
House allowance	15,656,000
Committee recommendation	15,289,000

The Committee recommends an appropriation of \$15,289,000, increasing the budget estimate by \$235,000 and reducing the House allowance by \$367,000. Comparisons of the recommended allowances to the budget estimates are tabulated below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Planning and research	\$2,970,000	\$3,320,000	+ \$350,000
Federal coordination	2,058,000	1,953,000	- 105,000
Technical assistance	3,108,000	3,508,000	+ 400,000
Natural landmark program	755,000	755,000	
Historic preservation:			
Maintenance of national register	1,480,000	1,480,000	
Historic architecture and archeological services	1,161,000	1,161,000	
Historic American building survey and engineering record	1,086,000	1,086,000	
Archeological investigations and salvage	2,336,000	2,336,000	
Administrative reductions:			
Pay costs		- 106,000	- 106,000
Congressional and legislative liaison		- 140,000	- 140,000
Public affairs		- 64,000	- 64,000

In agreement with the House, the Committee recommends placing all technical assistance for State, local, and private recreation activities in

the HCRS. The Committee first proposed this consolidation 2 years ago in an effort to end waste and duplication, and a General Accounting Office study has since reinforced this position. Funds requested by the National Park Service for this type of activity have been deleted from that agency's operating account, and \$600,000 has been added to the HCRS technical assistance activity. The HCRS increase, including at least seven positions, has been offset somewhat by a \$200,000 reduction in the original HCRS request for a \$392,000 program increase for which the Committee could not find adequate justification.

Continuing the Committee's effort to achieve program savings by consolidation, some NPS funds for rivers and trails studies are also being deleted, and the HCRS planning and research activity is being expanded by \$350,000. The Committee believes HCRS is the proper agency to conduct recreation planning outside the National Park System. Within the total planning allowance, the HCRS should expand its efforts to foster recreation as a side benefit of Federal clean water, flood control, and hydroelectric projects.

Only a portion of the requested increase for a study of rural recreation needs has been approved. This effort would merely expand on studies and recommendations developed yearly by States and local governments as an ongoing part of the State recreation grant program under the Land and Water Conservation Fund. If there is an additional need to coordinate these studies, it can be met within available funds.

In approving the \$6,063,000 budget request for historic preservation the Committee has deleted a House provision requiring the owner's consent before any property is included on the list of National Historic Landmarks. While listing does affect the availability of certain Federal tax incentives, in no way does it interfere with an owner's right to dispose of his property in any manner he sees fit, including demolition. The Committee does not see any real benefits rising from the House requirement which could raise disabling obstacles to the maintenance of an effective national register.

The allowance for historic preservation includes \$65,000 for phase III of the Walpi archaeological project on the Hopi Indian Reservation in Arizona.

The Committee has agreed with House reductions in pay, congressional liaison and public affairs funding.

URBAN PARK AND RECREATION FUND

Appropriation, 1979	\$20,000,000
Estimate, 1980	150,000,000
House allowance	125,000,000
Committee recommendation	125,000,000

The Committee recommends an appropriation of \$125,000,000, the same as the House allowance and a \$25,000,000 reduction in the budget estimate.

This is the second year of funding for this newly authorized 5-year program to aid cities in the rehabilitation and restoration of park and recreation facilities. The recommended allowance, with a decrease reflecting the need for fiscal constraint, provides \$121,000,000 for grants

to cities and \$4,000,000 for administrative expenses. Until recreation needs can be properly identified, the Committee has deleted the \$1,000,000 requested for grants to territories.

Up to \$15,000,000 is included for innovative grants, and the Committee recommends priority be given to support for projects benefitting the handicapped and the elderly.

The Committee has restored \$2,000,000 of the \$3,000,000 in administrative expenses deleted by the House. These funds were requested to support State cooperation in administering the urban grants, an approach the Committee believes can help reduce overhead costs by utilizing available State manpower. Without State involvement, grants processing, monitoring, and technical assistance could be impaired. States are also encouraged to participate with their own resources, and any funds other than Federal grants can be used as a State incentive match.

Past failure to provide a proper level of operation and maintenance for urban recreation facilities is a major reason this Federal initiative is now required. Local governments should be encouraged, as a part of this restoration effort, to install adequate maintenance requirements so that maximum benefits will be available to future generations as well.

LAND AND WATER CONSERVATION FUND

Appropriation, 1979	\$737,025,000
Estimate, 1980	¹ 610,000,000
House allowance	447,059,000
Committee recommendation	554,175,000

¹ Includes \$12,000,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$554,175,000, reducing the budget estimate by \$55,825,000 and increasing the House allowance by \$107,116,000. These substantial changes in the budget estimate are detailed below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Assistance to States:			
Grants	\$359,307,000	\$359,307,000	
Administrative expenses	6,693,000	6,693,000	
Subtotal	366,000,000	366,000,000	
Federal programs:			
National Park Service	146,275,000	149,022,000	+ \$2,747,000
Forest Service	55,598,000	21,953,000	- 33,645,000
Fish and Wildlife Service	25,310,000	11,750,000	- 13,560,000
Bureau of Land Management	3,690,000	2,750,000	- 940,000
Administrative expenses	1,127,000	700,000	- 427,000
General reduction		-10,000,000	-10,000,000
Federal programs total	232,000,000	176,175,000	- 55,825,000
Pinelands National Reserve	12,000,000	12,000,000	

Sharp reductions have been developed by the Committee not only to help reduce Federal spending overall but to tighten controls on Federal land acquisition and encourage a comprehensive review of Federal land ownership policies. Recent jumps in authorized spending limits for the

Land and Water Conservation Fund have fostered equally rapid increases in appropriations. At the same time Congress has also authorized a major expansion of the National Park System and granted wider general authority for Federal land purchases to other resource management agencies. In some cases, dollars have piled up faster than these agencies can spend them properly. This in turn has resulted in some land acquisition proposals that were hastily conceived, perhaps more to utilize available funding than to address actual program needs.

At the beginning of August—entering the last 2 months of the 1979 fiscal year—little more than half the appropriations available to the land managing agencies had been obligated. Three of these agencies had yet to obligate even the funds carried forward from fiscal 1978. A tabulation of available funds obligated by last July 31 by agency follows:

Agency	Appropriations available	Obligated by July 31	Percentage obligated
National Park Service.....	\$289,880,000	\$209,700,000	72
Forest Service.....	155,294,000	50,900,000	33
Fish and Wildlife Service.....	60,078,000	23,700,000	39
Bureau of Land Management.....	2,889,000	942,000	33

Clearly, in the Committee's judgment, the availability of more than \$220,000,000 in unused appropriations diminishes the need for more new funding in fiscal 1980.

The Federal Government already owns well more than one-third of the Nation's land, and the Committee believes the current drive to acquire still more should be reassessed. Too often, it seems, Federal land acquisition is seized upon as a quick fix for recreation, resource conservation, preservation, and environmental protection proposals. Meanwhile, the rush to bring more and more acreage into Federal ownership has at times trampled upon individual property rights, vastly inflated land values and, in some cases, fostered profiteering and corruption. Preliminary findings from a current General Accounting Office investigation have suggested widespread problems in this area and seriously questioned the real need for many land acquisition proposals and practices.

Accordingly, wherever any fiscal 1980 budget proposals for Federal land acquisition were not clearly justified, or wherever any question of suitability or authority existed, the Committee has deferred funding for more careful review. And wherever the land acquisition agencies have not demonstrated that they can obligate available appropriations in a timely and effective manner, the Committee has reduced the level of new funding.

Further, in an effort to hold down overall spending in this account, the Committee has approved a \$10,000,000 general reduction in Federal programs. This cutback should be applied to those acquisitions which cannot be consummated and do not require immediate funding and are contributing to the large unobligated balance.

State assistance.—The Committee is keenly aware of strong congressional support for maintaining State recreation grants at the

budgeted level. The \$159,307,000 reduction approved by the House involves a sharp drop in current support, and most States clearly merit maximum support. Accordingly, the Committee has restored the House reduction.

The Committee has also recommended bill language reducing from \$12,000,000 to \$6,000,000 the amount of State assistance available to the Secretary for discretionary grants. This will make more funding available for the regular grant program while maintaining a sufficient reserve for unforeseen needs.

Recent efforts of the Department to inject racial, ethnic, or economic quotas into State allocation of recreation assistance have, in the Committee's judgment, created unneeded problems. Certainly States should be encouraged to attend the special needs of the disadvantaged, but social and economic problems should be left to those agencies and programs that have been established to deal with them. With the implementation of the urban recreation recovery program, significant recreation resources have now been targeted at cities and minority populations. In the future, the Department should confine its administration of State grants under the Land and Water Conservation Fund to the recreation needs and priorities for which the fund was established.

National Park Service.—For National Park Service land acquisition the Committee recommends a net increase of \$2,747,000 as detailed below by purchase unit:

Activity	Budget estimate	Committee recommendation	Change
Recently authorized areas:			
Appalachian NST	\$14,300,000	\$14,300,000	
Big Cypress N. Pre	20,000,000	20,000,000	
Big Thicket N. Pre	1,880,000	1,880,000	
Bighorn Canyon NRA	750,000	750,000	
Buffalo NR	4,000,000	4,000,000	
Cape Cod NS	1,000,000	1,000,000	
Chattahoochee River NRA	23,000,000	23,000,000	
Chesapeake & Ohio Canal NHP	3,000,000	3,000,000	
Coronado NM	1,400,000	1,400,000	
Cumberland Island NS	4,000,000	4,000,000	
Cuyahoga Valley NRA	5,000,000	15,000,000	+\$10,000,000
Delaware Water Gap NRA	3,000,000	3,000,000	
Fire Island NS	1,200,000	1,200,000	
Fossil Butte NM	10,000	10,000	
Friendship Hills NHS	1,300,000	1,300,000	
Golden Gate NRA	4,000,000	4,000,000	
Hawaii Volcanos NP		562,000	+ 562,000
Jean Lafitte NHP	9,225,000	9,225,000	
John Day Fossil Beds NM	1,500,000	1,500,000	
Kaloko Honokohua NHP	7,000,000	7,000,000	
Monocacy NMP	3,500,000	3,500,000	
New River Gorge NR	2,000,000	2,000,000	
Petersburg NB	650,000	650,000	
Point Reyes NS	3,000,000	3,000,000	
Saint Croix NSR	2,000,000		- 2,000,000
Santa Monica Mountains NRA	13,000,000	35,000,000	+ 22,000,000
Sequoia NP (Mineral King)	1,500,000	1,500,000	
Thomas Stone National Historic Site		600,000	+ 600,000

Activity	Budget estimate	Committee recommendation	Change
Recently authorized areas—Continued			
Virgin Islands NP	\$4,000,000		-\$4,000,000
Voyageurs.....	1,000,000	\$1,000,000	
War in the Pacific NHP.....	1,500,000		-1,500,000
Slippage.....		-22,715,000	-22,715,000
Total.....	137,715,000	140,662,000	+2,947,000
Deficiencies.....	3,160,000	3,160,000	
Preauthorization	400,000	200,000	-200,000
Inholdings	5,000,000	5,000,000	
Total, National Park Service.....	146,275,000	149,022,000	+2,747,000

The Committee supports an increase of \$22,000,000 for the newly authorized Santa Monica Mountains National Recreation Area because of the pressing need to avoid escalating land values and to forestall the threat of spreading urbanization in this seacoast area near Los Angeles. The increase for Hawaii Volcanos will acquire a newly-authorized addition to the park. The Committee has also concurred in additional funding approved by the House for Cuyahoga Valley NRA and Thomas Stone NHS. Meanwhile, requested funding for St. Croix National Scenic River has been deleted because of difficulties that have slowed the acquisition program there. Funds for Virgin Islands National Park and War in the Pacific National Historical Park are considered lower priority and are also deferred.

The Committee has not recommended \$2,343,000 in House increases for two areas. Acquisition funds for Allegheny Portage have been provided through a reprogramming. The Department has stated there is no need for additional Point Reyes funding in 1980.

Forest Service.—Mainly because of an anticipated large carryover of unobligated funds, the Committee recommends a \$33,645,000 reduction in Forest Service land acquisition. Changes are detailed below:

Activity	Budget estimate	Committee recommendation	Change
Recently authorized areas:			
Arapaho NRA.....	\$2,000,000	\$2,000,000	
Cascade Head SRA	1,300,000	1,300,000	
Mount Rogers NRA.....	1,500,000	1,500,000	
Sawtooth NRA	9,500,000	9,500,000	
Spruce Knob-Seneca Rocks NRA	1,445,000	1,445,000	
Slippage.....		-4,445,000	-\$4,445,000
Subtotal	15,745,000	11,300,000	-4,445,000
Wilderness:			
Alpine Lakes	17,000,000		-17,000,000
Boundary Waters Canoe Area.....	3,000,000	3,000,000	
Subtotal	20,000,000	3,000,000	-17,000,000
Wild and scenic rivers:			
American	850,000	850,000	
Chattooga	1,700,000	1,700,000	

Activity	Budget estimate	Committee recommendation	Change
Recently authorized areas—Continued			
Eleven Point	\$2,500,000	\$2,500,000	
Middle Fork Clearwater	900,000	900,000	
Middle Fork Salmon	600,000	600,000	
Pere Marquette	1,000,000	1,000,000	
Rogue	303,000	303,000	
Saint Joe	1,000,000	1,000,000	
Skagit	1,000,000	1,000,000	
Slippage		-3,500,000	-\$3,500,000
Subtotal	9,853,000	6,353,000	-3,500,000
Recreation composites	10,000,000	11,300,000	+1,300,000
Unobligated funds offset		-10,000,000	-10,000,000
Total, Forest Service	55,598,000	21,953,000	-33,645,000

The Committee recommends an increase of \$1,300,000 for acquisition of the Crescent Moon Ranch properties, Red Rock composite, Arizona. This has been offset by reductions totaling \$33,645,000. No new funding is recommended for Alpine Lakes Wilderness because prior-year appropriations and pending land exchanges should be sufficient. In addition to \$7,945,000 in program slippage reductions, the Committee has applied a general decrease of \$10,000,000 to offset the large balance of unobligated prior-year appropriations. The Forest Service should seek Committee approval to reprogram existing funds away from stalled acquisition programs and direct them to areas where they can be obligated in fiscal 1980.

The Committee has not agreed to House-approved bill language concerning the availability of fiscal 1979 appropriations to the Forest Service for Lake Tahoe land acquisition. The funding, \$12,500,000, was provided to purchase two casino properties on the Nevada side of the lake. These purchases were conditioned on matching funds from California and Nevada and adoption of zoning laws preventing any major new casino developments. The House provision would have freed the funds for unrestricted Forest Service land acquisition elsewhere in the Lake Tahoe basin, but the Committee recommends keeping the funds available for the casino property purchases for at least another year so the two States will have more opportunity to meet the matching and zoning requirements.

Fish and Wildlife Service.—More than half the Fish and Wildlife Service acquisition funding has been denied in an effort to reduce unobligated balances of prior-year appropriations and to require more extensive review of proposed new wildlife refuges. Changes are displayed in the following table:

Activity	Budget estimate	Committee recommendation	Change
Recently authorized areas:			
Great Dismal Swamp NWR.....	\$5,310,000	\$5,310,000.....	
Minnesota Valley NWR.....	1,000,000	1,000,000.....	
Tinicum NEC.....	3,500,000	3,500,000.....	
Slippage.....		-1,810,000	-\$1,810,000
Subtotal.....	9,810,000	8,000,000	-1,810,000
Recreation additions:			
Leetown NFC.....	150,000	150,000.....	
Wertheim NWR.....	1,200,000	1,200,000.....	
Subtotal.....	1,350,000	1,350,000.....	
Resource conservation:			
Atlantic coastal areas.....	1,000,000.....		-1,000,000
Bear Valley NWR.....	550,000	550,000.....	
Bogue Chitto.....	5,700,000.....		-5,700,000
Deep Fork NWR.....	400,000.....		-400,000
Lower Suwannee NWR.....	850,000	850,000.....	
Minnesota Prairie.....	800,000.....		-800,000
Rio Grande Valley NWR.....	750,000	750,000.....	
Subtotal.....	10,050,000	2,150,000	-7,900,000
Endangered species:			
American crocodile.....	2,600,000.....		-2,600,000
Attwater's prairie chicken.....	350,000.....		-350,000
Key deer.....	900,000.....		-900,000
Subtotal.....	3,850,000.....		-3,850,000
Contingencies.....	250,000	250,000.....	
Total, Fish and Wildlife Service.....	25,310,000	11,750,000	-13,560,000

Funding requested for Bogue Chitto in Louisiana and for Minnesota Prairie would establish major new national wildlife refuges with minimal congressional review. These proposals involve more than 23,000 acres with estimated acquisition costs approaching \$20,000,000. The Committee believes more thorough congressional review is needed, not only of these two proposals but of the Service's long-range plans and policies for land acquisition, before extensive funding commitments are made.

Funds for Deep Fork Refuge have been deferred pending current revisions in acquisition plans, and no new appropriations appear warranted for Atlantic coastal areas until specific purchases or exchanges are developed.

Funds for endangered species habitat acquisition have been deleted without prejudice to the specific proposals in the budget request. The Service should use idle appropriations from prior years to acquire prime habitat in fiscal 1980. Any redirection of unobligated balances should be accomplished through accepted reprogramming procedures.

The Service should continue to submit individual purchase proposals for recreation and conservation additions for prior review and approval by the House and Senate Appropriations Committees, as outlined previously.

Bureau of Land Management.—The allowance for Bureau of Land Management acquisitions is for specifically authorized areas only, as detailed below:

Activity	Budget estimate	Committee recommendation	Change
Bureau of Land Management:			
King Range Conservation Area	\$450,000	\$450,000	
Missouri National WSR.....	600,000	600,000.....	
Rogue National WSR	1,700,000	1,700,000.....	
Organic Act areas.....	940,000		-\$940,000
Total, BLM.....	3,690,000	2,750,000	-940,000

The Committee questions the need for an agency that already manages millions of public acres to buy still more land. The \$940,000 requested under general acquisition authority, most of it to purchase recreation lands, has been deferred pending a more complete review of the Bureau's acquisition policy. In some cases, State, local, or private recreation development could be preferable to more Federal acquisition.

The decrease in administrative expenses reflects the reduced requirements of a small Federal program.

Pinelands National Reserve.—The \$12,000,000 recommendation for the recently authorized Pinelands National Reserve in New Jersey is the same as the House allowance. But the Committee recommends appropriating Federal support for acquisition in this State-administered reserve from the Land and Water Conservation Fund as proposed by the administration, rather than from general funds as proposed by the House. Language has been included in the bill providing for a 75-25 Federal-State match as authorized by the Pinelands Act (Public Law 95-625).

HISTORIC PRESERVATION FUND

Appropriation, 1979	\$60,000,000
Estimate, 1980.....	45,000,000
House allowance.....	50,000,000
Committee recommendation	67,500,000

The Committee recommends an appropriation of \$67,500,000, increasing the House allowance by \$17,500,000 and a \$22,500,000 increase in the budget request. The allowance provides \$60,122,000 for grants-in-aid, \$5,700,000 for the National Trust for Historic Preservation, and \$1,678,000 for administrative expenses. The Committee continues to believe in the need for this program of matching grants to preserve historic properties and considers it an effective investment of public resources.

The Committee has recommended a \$250,000 reduction in administrative expenses, a savings transferred to the grant program. The National Trust allowance includes a \$900,000 increase in the budget estimate.

The House modified its prohibition of grants for restoration of local government buildings to permit up to 15 percent of total grant funding for such structures. The Committee considers this change sufficient to

meet objections raised by many local governments and recommends no change in the current House language.

The Committee is pleased with the response to the funding earmarked for maritime preservation for fiscal 1979. Two hundred and twenty applications were received from 35 States totaling \$24 million. It is clear that numerous worthy maritime preservation projects are ready now to be funded. The Committee encourages the awards of such grants in the fiscal 1980 program of the Historic Preservation Fund.

U.S. FISH AND WILDLIFE SERVICE

RESOURCE MANAGEMENT

Appropriation, 1979	\$200,439,000
Estimate, 1980	¹ 208,055,000
House allowance	207,055,000
Committee recommendation	205,421,000

¹ Includes \$1,000,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$205,421,000, reducing the budget estimate by \$2,634,000 and the House allowance by \$1,634,000. Comparative allocations are tabulated below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Habitat preservation:			
Environmental contaminant evaluation.....	\$10,874,000	\$10,874,000.....	
Land and water resource development planning.....	16,574,000	14,280,000	-\$2,294,000
Biological services.....	17,717,000	13,956,000	-3,761,000
Cooperative units.....	4,520,000	4,520,000.....	
Wildlife resources:			
Migratory birds.....	56,492,000	55,789,000	-703,000
Mammals and nonmigratory birds.....	15,115,000	14,580,000	-535,000
Animal damage control.....	12,483,000	16,633,000	+4,150,000
Interpretation and recreation	12,889,000	12,842,000	-47,000
Fishery resources:			
Fish hatcheries	20,124,000	20,124,000.....	
Fishery assistance	4,351,000	4,008,000	-343,000
Fishery research.....	11,162,000	11,162,000.....	
Fishery law enforcement.....	150,000	150,000.....	
Endangered species	19,332,000	21,832,000	+2,500,000
Administration.....	6,272,000	6,272,000.....	
Administrative reductions:			
Pay cost.....		-300,000	-300,000
Public affairs		-375,000	-375,000
Payment to working capital fund		-40,000	-40,000
Travel.....		-886,000	-886,000

The Committee has not approved any of the \$1,000,000 requested in a budget amendment for administering recently proclaimed national monuments in Alaska. As discussed in more detail under the National Park Service operating account, the Committee prefers to await congressional decisions on which areas of that State are to be designated as national parks, forests and wildlife refuges or otherwise withdrawn.

Within available funds, the Committee has restored \$38,000 for the Conboy National Wildlife Refuge only to maintain current operations.

Further, operating increases of \$836,000 have been disallowed for the proposed Grasslands, Butte Sink, Elkhorn Slough, Oyster Bayou, and Eagle Lake refuges which have not yet been acquired, and for the Bogue Chitto, Minnesota Prairie, and Atlantic coastal refuge areas which have not yet been approved for acquisition.

The Committee has provided sufficient funding to maintain the fiscal 1979 program levels for habitat preservation functions. With the exception of \$732,000 to accelerate the national wetlands inventory, all program increases have been denied. Habitat preservation is an activity that has enjoyed considerable expansion in recent years, and the Committee considers the current level to be adequate. Support for the western energy land use team at Fort Collins, Colo., should not be reduced from the fiscal 1979 level.

Increases of \$4,000,000 to maintain the current program level for predator control and \$150,000 to expand blackbird damage control in Louisiana and Arkansas are recommended under the animal damage control function.

The Committee understands there may be plans to modify current fish stocking allocations for State-owned or managed waters. There should be no diminution from fiscal 1979 in the production or pattern of distribution of the fish hatchery program, and the Committee directs that any changes affecting any State or other cooperator be submitted for Committee review and approval before implementation.

The failure to budget for sufficient funds to maintain hatchery operations is also a matter of concern to the Committee. It makes little sense to construct additional facilities without adequate provision for their operations. The Committee will expect the Service to present a more realistic assessment of hatchery operating needs in its fiscal 1981 budget request.

A \$6,000 increase for resource management at Bowden NFH, West Virginia, is provided within available funds.

The endangered species increase will provide \$4,940,000 in grants for State cooperative programs. The Committee understands this is a minimum requirement to cover a budget shortfall. Apparently the Service badly underestimated State needs under recently expanded cooperative program authorities.

The Committee agrees with a \$500,000 increase approved by the House to initiate a propagation project aimed at preserving the endangered California condor. Last June, in the absence of any budget request and long before Congress began deciding fiscal 1980 appropriation levels, the service announced this California condor program would be launched in January. Premature press releases of this kind can endanger even endangered species funding.

The Committee remains concerned over the feasibility of the recently installed area office organization. Although a recent departmental study of these offices recommended staff increases, the Committee does not recommend any funding for that purpose. However, the Committee does recommend, within available funds, increased Endangered Species Act enforcement positions, a relatively inexpensive investment that can not only curb illicit animal traffic but save millions of dollars by preventing importation of wildlife diseases.

The Committee is concerned that the thrust of regulations now being proposed to assure compliance with the Fish and Wildlife Coordination Act goes far beyond the authority and intent of the 1958 law. These regulations should have careful review and the public should be given every opportunity to comment. Further, the Committee expects the Department to develop a full and complete environmental impact statement on the proposed regulations, in line with recent assurances from the Secretary.

The Service has been pursuing an initiative it calls the unique wildlife ecosystem program without benefit of congressional authorization. In the Committee's judgment, a program of this scope should have full congressional review and authorization before implementation. Accordingly, language is recommended in the accompanying bill prohibiting the use of any appropriations for the program or any related activities in the absence of such authorization.

CONSTRUCTION AND ANADROMOUS FISH

Appropriation, 1979.....	\$97,856,000
Estimate, 1980.....	47,574,000
House allowance.....	56,327,000
Committee recommendation	56,945,000

The Committee recommends an appropriation of \$56,945,000, increasing the budget estimate by \$9,371,000 and the House allowance by \$618,000. Allowances are distributed by activity in the comparative table below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Construction and rehabilitation:			
Refuges.....	\$43,200,000	\$43,126,000	-\$74,000
Hatcheries	450,000	3,389,000	+2,939,000
Fishery research facilities.....		5,718,000	+5,718,000
Pay cost annualization.....	212,000		-212,000
Anadromous fish	3,712,000	4,712,000	+1,000,000

Construction increases recommended by the Committee reflect congressional priorities mainly to continue ongoing hatchery and research facility construction. These increases have been minimized as part of a policy of fiscal constraint and because of the large unobligated balance of prior-year appropriations. With just 2 months remaining in the 1979 fiscal year, the Service had obligated only \$85,148,000 of the \$127,871,000 in construction funds available from 1979 and earlier years. The Committee is not recommending an offsetting reduction at this time—its fiscal 1980 allowance is already well below the 1979 level—but intends to watch the obligation rate closely in the future.

Committee changes are detailed below:

Conboy Lake NWR.....	-\$174,000
Okefenokee NWR fire protection.....	+100,000
Leetown Fishery Research Center.....	+5,178,000
White River NFH.....	+970,000
Lower Columbia River Pond salmon rearing facility.....	+656,000
Wolf Creek NFH.....	+318,000
Frankfort NFH.....	+431,000
Bowden NFH.....	+43,000

White Sulphur Springs NFH.....	+ \$105,000
Valley City NFH.....	+ 416,000

Appropriations for the anadromous fish activity, including a recommended \$1,000,000 increase for striped bass recovery research, have been included contingent upon enactment of suitable authorizing legislation to extend the program. The Committee expects the Service to coordinate the striped bass program with the National Marine Fisheries Service and to encourage State and local participation as contemplated in the pending authorizing bill.

MIGRATORY BIRD CONSERVATION ACCOUNT

(Definite, Repayable Advance)

Appropriation, 1979	\$10,000,000
Estimate, 1980.....	10,000,000
House allowance.....	15,000,000
Committee recommendation	8,400,000

The Committee recommends \$8,400,000 as an advance appropriation for wetlands acquisition by the Fish and Wildlife Service, reducing the budget request by \$1,600,000 and the House allowance by \$6,600,000. As discussed under the Land and Water Conservation Fund account, the Committee believes some lower priority land acquisition can be deferred in this period of fiscal constraint. As advance funding that must be repaid from future duck stamp receipts, this reduction has the effect of moderating an acceleration of wetlands acquisition. In addition to the recommended advance, an estimated \$18,000,000 in current duck stamp revenues will be available for the purchase of migratory waterfowl habitat.

Within total funding available for wetlands acquisition, the Committee directs that not to exceed \$8,000,000 be made available for purchase of the McFaddin Marsh in Texas.

No funds should be used for expansion of the Conboy Lake Refuge.

DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1979.....	\$150,000
Estimate, 1980.....	200,000
House allowance.....	200,000
Committee recommendation	200,000

The Committee recommends an appropriation of \$200,000, 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 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, 1979	\$387,806,000
Estimate, 1980	¹ 394,177,000
House allowance	383,512,000
Committee recommendation	380,244,000

¹ Includes \$11,400,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$380,244,000, reducing the budget request by \$13,933,000 and the House allowance by \$3,268,000. The allowance contains none of the \$11,400,000 requested for managing recently proclaimed national monuments in Alaska. Recommended allocations are detailed by activity in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Park management	\$377,458,000	\$369,315,000	-\$8,143,000
Fire suppression and rehabilitation	1,200,000	1,200,000	
Executive direction	6,187,000	6,187,000	
Park recreation and wilderness planning	4,950,000	3,941,000	-1,009,000
Cooperative programs	2,858,000	1,439,000	-1,419,000
Statutory or contractual aid for other activities	1,524,000	2,374,000	+850,000
Administrative reductions		-4,212,000	-4,212,000

Although offset in part by certain increases reflecting congressional priorities, the Committee has recommended a series of reductions based on realigning and tightening up Park Service management practices. In some cases, program funds not clearly related to the National Park System have been shifted to another agency. In others, increases have been denied or program decreases imposed in areas where surplus funding has been evident. With increasing frequency, the administration has been inclined in recent years to divert park system funding into other activities, some with little or no relationship to parks and recreation. Too often these shifts in funding have been implemented without prior review of the House and Senate Appropriations Committees. Last winter for example, the administration used Park Service appropriations to finance a Holocaust Memorial Commission. No reprogramming request was submitted until the Committee inquired about the source of Commission expenditures. In another instance the Service proposed using park funds for grants to New Jersey despite the availability of discretionary funds provided to the Secretary for such purposes in another account. These practices indicate to the Committee that the Park Service is overfunded or has not established proper priorities—or both.

The Park Service also began obligating \$1,000,000 in fiscal 1979 to manage the new national monuments in Alaska in advance of seeking Committee approval and in the absence of any specific appropriation request. This involved much more than a minor funding shift. The protection and conservation of Alaska's vast natural resources pivot on important national policy decisions of the scope that are reserved for Congress. The Committee cannot agree—nor does it feel it has the

authority to agree—to funding presidentially established parks and wildlife areas in Alaska without full congressional review and approval. In this case serious questions have been raised over the President's authority under the Antiquities Act to withdraw millions of acres as he did last December. Although the Committee denied the reprogramming request that was eventually submitted, it seemed clear the Department was already committed to diverting funds to the Alaska monuments.

On July 23, 1979, nearly 8 months after the Alaska monuments had been designated, the President formally requested appropriations from Congress to administer the areas in fiscal 1980. The \$11,400,000 budget amendment for the Park Service arrived too late to be considered by the House and, in light of developments to date, it is not recommended for appropriation by this Committee. Denial has also been recommended for \$1,000,000 in Fish and Wildlife Service funding for the same purposes. It is the Committee's belief that funding should not be provided until properly authorized by Congress. The size and nature of Alaska lands that are to be reserved for parks, wildlife refuges, and national forests is a decision that Congress should—and undoubtedly will—make in the near future. Appropriations should be geared to that decision.

Park management.—The recommended allowance for park management involves the denial of Alaska lands funding and other changes as detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Management of park areas.....	\$63,351,000	\$60,000,000	−\$3,351,000
Concessions management.....	2,219,000	2,219,000	
Interpretive services	41,625,000	41,516,000	−109,000
Visitor protection and safety.....	57,860,000	55,905,000	−1,955,000
Maintenance	156,488,000	162,130,000	+5,642,000
Resource management.....	52,703,000	44,445,000	−8,258,000
Information publications.....	2,962,000	2,850,000	−112,000
Volunteers-in-parks.....	250,000	250,000	

The reduction in management of park areas includes decreases of \$3,227,000 for Alaska lands and \$124,000 in common program services. House increases earmarked for Delaware Water Gap and Cuyahoga Valley Recreation Areas have been deferred in view of substantial funding already budgeted for them. If support for new or recently established park units needs to be increased, the Service should seek the necessary supplemental appropriations. The Committee will extend sympathetic consideration to such a request; it is keenly aware of the demands created by the explosive growth in the park system approved by Congress in recent years.

In addition to the \$109,000 decrease in interpretive services attributed to the Alaska lands request, the Committee has agreed to a House shift of \$111,000 from common program services to urban park interpretive needs at Gateway, Golden Gate, and Indiana Dunes Recreation Areas. There was no budget request for funding to continue the urban park transportation services initiated in fiscal 1979. The Committee supports these services but has not recommended any specific funding pending submission of a performance report on the pilot program. An analysis

of the 1979 program should enable the Service to develop funding estimates for an more effective effort in 1980, and the Committee expects the Department to seek appropriate supplemental funding.

The allowance for protection and safety includes an increase of \$105,000 to continue law enforcement assistance at Harpers Ferry, W. Va., and reductions of \$1,922,000 for Alaska monuments and \$138,000 for common program services. No allowance is recommended for continuing helicopter services to the Washington Hospital Center as approved by the House. Within available funds, the Committee has provided \$85,000 to augment police patrols along the C. & O. Canal.

Aside from the deletion of \$584,000 for Alaska monuments, the Committee is recommending a substantial \$6,226,000 increase for park maintenance, in agreement with the House. This allowance is offset by denial of maintenance funding budgeted for the first time under the Service's fee account. Maintenance should not depend on the vagaries of indefinite recreation fee revenues, and using such revenues to offset regular park appropriations violates the law establishing the fee account. The maintenance allowance includes \$500,000 for roadwork at Indiana Dunes NL.

The resources management reduction includes a \$5,558,000 decrease for Alaska lands and, in agreement with the House, denial of a \$2,700,000 increase for a science program. The \$122,000 reduction in information publications is also in agreement with the House.

Park recreation and wilderness planning.—Allowances for recreation and wilderness planning functions, involving program shifts funding limitations, are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
New area studies	\$302,000 .....	.....	-\$302,000
Land cost studies	207,000 .....	.....	- 207,000
Water resources	724,000	\$624,000	- 100,000
Rivers and trails	827,000	427,000	- 400,000
General management plan.....	2,890,000	2,890,000	

The budget proposed funding new area studies under two accounts, here and under the recreation fee account. The total request, including \$207,000 for land cost studies, was \$1,309,000. This is excessive in light of the recent unprecedented expansion already approved for the National Park System and the pending expansion in Alaska. Accordingly, the Committee is recommending a consolidated appropriation under the fee account which should be adequate to deal with new area inquiries from Congress and the public. Also, some land cost study funding that duplicates work under the Land and Water Conservation Fund has been eliminated.

The decrease in water resources reflects a reduced need to pursue the administration's Federal reserved water rights policy.

In consonance with a separate recommendation under cooperative programs, the Committee is reducing rivers and trails study funding by \$400,000, mainly in water project studies. The Committee believes that recreation research and planning outside the park system should be consolidated in the Heritage Conservation and Recreation Service and has provided an appropriate increase in that agency's budget as detailed previously.

Cooperative programs.—As discussed under the HCRS appropriation for salaries and expenses, the Committee recommends deleting Park Service funding to State and private assistance under cooperative programs in favor of consolidation in HCRS. The Committee has also reduced the Alaska Native Claims Settlement Act request to the \$800,000 needed for ongoing validation of Native selections under section 14(h) of the act. Any further studies and planning related to Alaska lands under section d(2) can be accommodated with general planning moneys.

Statutory or contractual aid.—A \$200,000 increase is recommended for the Lowell Historic Preservation Commission, in agreement with the House and in response to a departmental request. This will provide \$400,000 for the Commission's operating expense. A \$250,000 reduction in teacher housing for the Grand Canyon Unified School District also concurs in the House allowance.

The Committee has approved an added \$900,000 to provide Park Service maintenance support for three private institutions located in Washington, D.C. They are the Folgers Shakespeare Library, the Corcoran Gallery of Art, and the Arena Stage. The library and the gallery are designated historic sites deemed to be eligible for such assistance under the Historic Sites Act of 1935. The Committee recommends \$300,000 in maintenance funding for each through cooperative agreements with the Park Service. It is the Committee's intent that no funds be made available to the Arena Stage, however, until such time that it might be certified by the Department as an historic site. This assistance is recommended in fiscal 1980 because of the institutions' clear and immediate needs. Such assistance in future years should be available only to the extent specifically authorized by Congress in subsequent legislation.

Administrative reductions.—The following decreases in administrative expenses, in agreement with the House, reflect a general tightening in fiscal policy and help offset program increases.

Working capital fund transfer	— \$60,000
Public affairs	— 500,000
Legislative affairs	— 136,000
Unallocated 1979 reserve	— 1,000,000
Transfer, leave, and incentive pay	— 1,376,000
Pay costs	— 500,000
Travel	— 640,000

Recent criticism has been raised over the Park Service practice of assessing concessioners to support a "Director's Reserve Fund." The fund has been used to finance various functions and entertainment that are not regularly authorized or funded with public moneys. This has been called a "slush fund" for the Director, and many fund expenditures have been criticized as unwarranted and, in some instances, not entirely proper. The Committee recognizes there are certain benefits to be derived from the maintenance of a fund such as this, so long as there are proper reviews to prevent abuses. Accordingly, the Park Service should submit detailed quarterly reports on fund expenditures to Office of the Secretary and to the congressional Appropriations Committees. The Committee will expect to see fund

usage limited to functions and activities clearly in the public interest and benefiting the operation of the park system.

CONSTRUCTION

Appropriation, 1979	\$118,488,000
Estimate, 1980	¹ 87,718,000
House allowance	97,144,000
Committee recommendation	119,938,000

¹ Includes \$2,360,000 budget amendment (H. Doc. 96-178) not considered by House.

The Committee recommends an appropriation of \$119,938,000, an increase of \$32,220,000 in the budget estimate and \$22,794,000 above the House allowance. Changes in project allocations are detailed in the following table:

Anacostia Park comfort station	-\$224,000
Biscayne NM maintenance building and residences	+446,000
Catoctin Mountain Park dormitory	-318,000
Colonial NPH bridge repair	-600,000
Fort Vancouver NHS	+590,000
Fredericksburg and Spotsylvania NMP wall repair	-197,000
Gateway NRA beach stabilization	-1,800,000
Jefferson National Expansion Memorial NHP courthouse rehabilitation	+1,464,000
Lowell Historic Preservation Commission	+933,000
Natchez Trace Parkway	+24,000,000
Theodore Roosevelt NP road repair	+514,000
Wilson's Creek NB	-933,000
Piscataway Park	+200,000
Harpers Ferry NHP	+1,495,000
Andrew Johnson NHP	+185,000
Sewall-Belmont House NHS	+150,000
Cowpens NB	+1,090,000
Cumberland Gap NP tunnel project	+15,500,000
Savings and slippage	-10,000,000
Travel	-275,000

Within available funds, the following projects should be undertaken:

Cuyahoga NRA advance planning	\$300,000
Guadalupe HP headquarters	298,000
Fort Smith NHS commissary restoration design	44,000
Harpers Ferry NHP footbridge planning	70,000
Planning for restoration of buildings 3, 37, 38, 40, and 43	50,000

The bulk of these changes agrees with House allowances. In addition, the Committee has recommended the following increases and decreases:

—Elimination of the original budget request for Wilson's Creek National Battlefield, in response to the Department's request to shift those funds to higher priority work by the Lowell Historic Preservation Commission.

—Addition of \$200,000 to initiate development at Piscataway Park's colonial farm; \$1,300,000 to continue restoration of historic townhouses, buildings 8, 9, 10, 11, 11a, 12, 12a, and 15, and \$195,000 for design of visitor transportation facilities, Harpers Ferry NHP; \$185,000 for furnishings, Andrew Johnson NHS; \$150,000 to complete restoration of Sewall-Belmont House NHS; and \$1,090,000 to complete development of Cowpens NB.

—Restoration of \$200,000 of the \$2,000,000 request for Gateway

NRA beach stabilization that the House denied. The reduced allowance should be devoted to intensified studies of more permanent and practical solutions to the costly erosion at South Beach. The Committee agrees with the House that hauling and filling with millions of dollars worth of sand is a wasteful and fruitless contest with the sea. But since part of the problem appears to be manmade structures south of Sandy Hook, there may be better manmade solutions. The threat of serious water pollution if South Beach is breached requires a determined effort to find such a solution.

—Increasing by \$1,014,000 the House add-on of \$450,000 for the Jefferson National Expansion Memorial in order to complete restoration of the old courthouse exterior.

—Restoration of \$15,000,000 for the purchase of Yellowstone NP concession facilities. The House deleted the request because of insufficient cost estimates. Subsequent negotiations with the General Host Corporation have developed a \$19,900,000 purchase proposal. While this proposal is subject to departmental review, the Committee believes the requested funding should be available to complete the purchase should an acceptable price finally be determined. Any additional funding needs would have to be provided through regular reprogramming procedures. Approval of this funding does not imply Committee consent to the negotiated purchase price.

—Application of a \$10,000,000 general reduction based on program slippage and project savings. Recent reprogramming proposals submitted to the Committee indicate the availability of funding that is surplus to actual project needs, and this decrease is not expected to impose any difficult spending restraints.

—Addition of \$15,500,000 to begin construction of the Cumberland Gap tunnel. The funds, authorized to be appropriated from the Highway Trust Fund for this particular project, will finance engineering, roadway excavation, and pilot tunnel boring. The tunnel will permit relocation of Route 25E from the heart of Cumberland Gap to a mountain ridge tunnel south of the national park. This will eliminate through traffic from the historic gap and divert it to a safer route.

Although the Committee supports additional needed development in the park system, fiscal constraints prevent more increases.

The Committee has approved a late-arriving request to make \$2,360,000 available for needed repairs to the National Visitors Center in Washington, D.C. However, the Committee questions the propriety of using funds from a dormant road construction account for this work, as proposed in the budget amendment. Only appropriations to liquidate contract authority are available in the road account and, as such, do not carry budget authority. The Committee proposes instead to appropriate budget authority needed for the Visitors Center in the normal fashion and to rescind surplus contract liquidation cash as discussed in the following account.

ROAD CONSTRUCTION

(Appropriation To Liquidate Contract Authority)

The Committee recommends rescission of \$5,552,000 with the intent of terminating this dormant account. Funds in this account were appropriated in prior years to liquidate obligations of contract authority provided in Federal-Aid Highway Acts. The practice ended with the advent of the Congressional Budget Act, and new budget authority for Park Service road construction is now provided directly in the accompanying appropriation bill.

The unexpended balance in this account was \$12,286,000 as of August 31, 1979, and the Service estimated \$1,032,000 would be outlayed by the end of fiscal 1979. Another \$5,702,000 was estimated to be required for projects currently underway, advance planning, project supervision, and contingencies. The balance recommended for rescission is estimated by the Service to be surplus to the requirements of ongoing commitments.

Although all remaining contract authority payable under this account expired on June 30, 1978, the Committee has been told that funds are still being expended on other road project obligations. Apparently, the Park Service has been relying on subsequent Highway Act authorizations, despite the fact these authorizations no longer carry contract authority. This is a highly questionable practice, in the Committee's view. Any expenditures from this account not based on specifically authorized contract obligations would seem, in effect, to create new obligation authority without congressional consent. The Department should thoroughly review this account and report in detail to the Committee on all expenditures not made to liquidate contract authority. Meanwhile, none of the unrescinded balance should be expended without prior Committee approval.

PLANNING, DEVELOPMENT, AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1979	\$15,478,000
Estimate, 1980	28,465,000
House allowance	15,781,000
Committee recommendation	16,217,000

The Committee recommends an appropriation of \$16,217,000, reducing the budget estimate by \$12,248,000 and increasing the House allowance by \$436,000. Changes are detailed below in a comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Fee collection	\$8,241,000	\$6,151,000	-\$2,090,000
Visitor transportation systems	5,243,000	5,243,000	
Audiovisual projects and historic furnishings....	3,743,000	3,743,000	
Planning and studies	800,000	300,000	-500,000
Maintenance and rehabilitation	10,438,000	800,000	-9,638,000
Pay costs		-20	-20

As discussed earlier, the Committee believes park maintenance

funding should continue to be budgeted under the Service's operating account and not in this account that is limited by revenues from recreation fee collections. Further, the large increases in this account over fiscal 1979 estimates were based on proposed fee increases, some of which may not materialize. The Committee supports reasonable fee increases so that park users are able to help maintain the facilities and resources they enjoy. Some of the proposed increases, however, do not seem reasonable and in certain instances could be counterproductive. All proposed increases should be carefully reviewed and revised if the Department wishes to avoid legislation forbidding them.

The Committee is aware of the importance of in-park transportation systems as a means of reducing congestion and damage from auto traffic in certain parks. This is why the House reduction of \$436,000 for these systems has been restored. The Service must keep in mind, nonetheless, that transportation services to the public also impose limitations on public access. There should be realistic exceptions to every rule, and fees for mandatory transportation should be held to a minimum.

Within available planning funds, \$80,000 is provided to study the feasibility of including historical Camden, S.C., in the National Park System.

The Committee strongly recommends to the Committee on Energy and Natural Resources that the legislation creating this fee account and similar accounts for the Bureau of Land Management, Fish and Wildlife Service, and Forest Service be repealed. The reason for establishing these accounts was to stimulate more aggressive fee collections by making the income directly available to the collecting agency. In practice, however, fee revenues are merely offset by reductions in regular operating and construction budgets. The Committee no longer finds any justification for maintaining separate accounts and recommends fee revenues go directly to the Treasury. Meanwhile, agencies maintaining such accounts should justify their expenditure estimates as part of their regular accounts so that the Committee does not have to review operating and development expenses piecemeal.

JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

Appropriation, 1979.....	\$4,055,000
Estimate, 1980.....	4,287,000
House allowance.....	3,875,000
Committee recommendation	4,030,000

The Committee recommends an appropriation of \$4,030,000, a reduction of \$257,000 in the budget request and an increase of \$155,000 in the House allowance. The increase over the House will fund needed repairs to the seawall. The balance of the budget reduction, in agreement with the House, deletes nonrecurring costs that were retained in the budget base.

ENERGY AND MINERALS

GEOLOGICAL SURVEY

SURVEYS, INVESTIGATIONS, AND RESEARCH

Appropriation, 1979	\$418,606,000
Estimate, 1980.....	¹ 459,321,000
House allowance.....	448,290,000
Committee recommendation	450,805,000

¹ Includes \$8,300,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$450,805,000, reducing the budget estimate by \$8,516,000 and increasing the House allowance by \$2,515,000. The appropriation increase recommended above the House is attributable mainly to a late-arriving budget amendment designed to accelerate offshore oil and gas leasing activities in response to the Secretary's recently announced 5-year leasing schedule. Allocations are displayed by activity in the following comparative table:

Activity	Budget estimate	Committee recommendation	Change
Topographic surveys and mapping	\$68,424,000	\$67,924,000	-\$500,000
Geologic and mineral resource surveys and mapping	140,285,000	139,285,000	-1,000,000
Water resources investigations.....	108,113,000	106,825,000	-1,288,000
Conservation of lands and minerals	105,220,000	101,245,000	-3,975,000
Land information and analysis	21,789,000	21,639,000	-150,000
Facilities	11,801,000	12,301,000	+500,000
General administration.....	3,689,000	3,689,000	
Travel.....		-1,200,000	-1,200,000
Pay costs		-903,000	-903,000

Topographic surveys and mapping.—The allowance for topographic mapping activities is \$2,337,000 over the current appropriation, and most of the increase is to continue research and development of an airborne laser system for rapid terrain profiling. Recommended allowances are distributed below by subactivity:

Subactivity	Budget estimate	Committee recommendation	Change
Quadrangle mapping and revision	\$55,531,000	\$55,031,000	-\$500,000
Digital mapping.....	2,004,000	2,004,000	
Small-scale and special mapping	7,847,000	7,847,000	
National Cartographic Information Center.....	3,042,000	3,042,000	

The reduction in quadrangle mapping is not designed to cut back work on the laser profiler but to shift funds to the facilities activity for construction of a map records storage facility in Menlo Park, Calif. This facility was originally proposed in a request to reprogram fiscal 1979 operating funds, which the Committee deferred. There is no reason why the Survey cannot budget in the normal fashion for facility construction needs. Otherwise, the Committee can only assume that such costs are padded into the Survey's operating estimates or that program levels are being unfairly penalized.

Geologic and mineral resource surveys and mapping.—The allowance for resource surveys and mapping, containing a portion of the expanded Outer Continental Shelf leasing program involves a \$4,405,000 increase over fiscal 1979 appropriations. Allocations are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Earthquake hazards reduction	\$31,698,000	\$31,698,000	
Other land resource surveys	26,125,000	25,725,000	-\$400,000
Mineral resource surveys	33,700,000	33,700,000	
Energy resource surveys	28,324,000	28,324,000	
Offshore geologic surveys.....	20,438,000	19,838,000	-600,000

The \$400,000 reduction in land resource surveys still permits a \$1,240,000 program increase for environmental aspects of energy, which the Committee considers sufficient to meet requirements of increased coal leasing. This is but one of several Survey programs supporting the Department's multiagency coal-leasing effort.

The request for offshore geologic surveys includes \$5,000,000 for additional analyses of oil and gas potential and environmental investigations not considered by the House. This is part of the budget amendment to fund additional requirements of the new Outer Continental Shelf leasing schedule. The Committee allowed the full \$10,776,000 request for oil and gas resource surveys but trimmed \$600,000 off the \$8,314,000 estimate for environmental investigations. The reduction leaves abundant funds within the various agency proposals for needed Outer Continental Shelf environmental studies, in the Committee's judgment.

Water resources investigations.—The allowance for water resources studies, while reduced in the Committee's recommendations, provides an increase of nearly \$10,000,000 over the 1979 program level. Details of the allowance are tabulated below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Federal program	\$47,979,000	\$47,351,000	-\$628,000
Federal-State program	40,014,000	39,814,000	-200,000
Energy hydrology	20,120,000	19,660,000	-460,000

Federal program spending requests have been reduced by \$228,000 for hydrologic investigations, in agreement with the House, and \$400,000 in regional aquifer analyses. The \$14,411,000 allowance for aquifers still permits a \$3,918,000 increase over 1979 spending for this rapidly expanding program.

Another expanding water data program, the Federal-State cooperative effort, has been trimmed by \$200,000, leaving an increase of more than \$1,000,000. Of the total allowance, up to \$300,000 should be available for a cooperative Arizona flood mapping program.

The energy hydrology reduction applies to the \$4,535,000 program increase proposed for coal hydrology.

Conservation of lands and minerals.—The Committee recommendation, for Survey conservation activities, including part of the offshore energy leasing budget amendment, provides a \$15,572,000 increase over fiscal 1979 funding. The table below details the Committee allocations:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Regulation of Outer Continental Shelf operations.....	\$30,710,000	\$29,510,000	-\$1,200,000
Outer Continental Shelf tract evaluation.....	36,314,000	29,435,000	-1,275,000
Federal and Indian lands	38,196,000	37,416,000	-1,500,000

The Committee is aware of the increased responsibilities imposed by the Outer Continental Shelf Lands Act Amendments of 1978 but questions the need for the full \$6,436,000 increase requested for Outer Continental Shelf regulatory activities. Rapidly expanding costs of environmental studies by both the Survey and the Bureau of Land Management appear to foster duplication. And the pace of Federal regulatory spending is beginning to outdistance the actual expansion of oil and gas exploration and development activities. The Committee allowance for regulation still leaves a \$5,236,000 increase over fiscal 1979 program funding, which was itself enlarged by a supplemental appropriation.

Outer Continental Shelf tract evaluation reductions consist of the following decreases:

Alternative bidding system experimentation.....	-\$300,000
Outer Continental Shelf information program.....	-500,000
Acquisition of geological and geophysical data	-475,000

The Committee has supported expansion of the Outer Continental Shelf program and recognizes the long leadtime needed to prepare lease sales. Tighter management of the program, however, can moderate the need for large funding increases.

The reduction in Federal and Indian lands energy leasing is directed at the coal mapping program, which has been mired in mismanagement. The Committee cannot support the full \$2,500,000 budget request for this mapping program until serious shortcomings have been corrected. Additional funding needs will be judged later in the fiscal year on the basis of departmental investigations now underway.

Land information and analysis.—Committee allowances for land information and analysis compared to budget estimates are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Earth resources observation system	\$11,620,000	\$11,070,000	-\$550,000
Environmental impact analysis	4,829,000	4,829,000	
Geography.....	3,400,000	3,400,000	
Land resource data applications.....	1,940,000	2,340,000	+400,000

The Committee has consistently supported the expansion and improvement of the Survey's Earth resources observation system. For the activities detailed in the justification, however, the allowed program increase of \$1,155,000 should be adequate.

The allowance for environmental impact analysis includes the increase proposed in the budget amendment for Outer Continental Shelf operations.

In agreement with the House, an increase of \$400,000 in land resource data applications is recommended to strengthen cooperation in regional and local planning with geologic and mapping data supplied by the Survey.

Facilities and administration.—A \$500,000 facilities increase for construction of a records storage facility, discussed earlier, has been offset by administration cutbacks including \$903,000 in pay costs, in agreement with the House, and \$1,200,000 in travel.

The Committee has noted recent promising developments in the use

of side-looking airborne radar imagery for geologic mapping and analysis. It is reluctant, however, to fund this technology without additional review and in the absence of any support from the using agencies. The Committee does not agree with the House that \$2,000,000 should be diverted from other mapping programs for large-scale experiments with radar imagery. Instead, the Committee recommends up to \$300,000 in available funds be used to evaluate feasibility of the technology and its applicability to resource mapping by the Survey and the Bureau of Land Management. The Committee will expect definitive recommendations on this technology as part of the fiscal 1981 budget review.

EXPLORATION OF NATIONAL PETROLEUM RESERVE IN ALASKA

Appropriation, 1979	\$231,048,000
Estimate, 1980	4,427,000
House allowance	145,927,000
Committee recommendation	175,627,000

The Committee recommends an appropriation of \$175,627,000, increasing the budget estimate by \$171,200,000 and the House allowance by \$29,700,000. Allowances are detailed in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Evaluation and assessment:			
Exploratory drilling		\$129,500,000 + \$129,500,000	
Geophysical exploration		9,000,000 + 9,000,000	
Geologic investigations and evaluation		3,000,000 + 3,000,000	
Subtotal		141,500,000 + 141,500,000	
Barrow area:			
Operation and maintenance	\$1,427,000	1,427,000	
Exploration and development		29,700,000 + 29,700,000	
Subtotal	1,427,000	31,127,000 + 29,700,000	

The wide variation in the budget estimate and Committee allowance stems mainly from a basic policy difference with the Administration over how best to proceed with the most rapid practical development of oil and gas resources in this vast Alaska reserve. While the budget estimate calls for a closeout of exploratory operations pending future policy decisions, the Committee is in agreement with the House that the current energy supply shortage demands a more aggressive approach. Accordingly, the recommended allowance for evaluation and assessment of the reserve includes sufficient funding to maintain substantial ongoing exploratory effort. This involves drilling 5 more exploratory wells in fiscal 1980, collecting some 500 line-miles of seismic data, and procuring and transporting sufficient equipment and supplies to continue the program into fiscal 1981.

The administration has suggested turning to private exploration, and the Committee does not necessarily quarrel with this idea. But no legislative proposal has been submitted to date. In view of the critical

petroleum supply situation and the mounting economic difficulties created by it, the Committee cannot permit the search for new energy resources to remain idle while the administration mulls policy decisions. Continued Federal exploration, meanwhile, is an investment that can be recovered with interest when oil and gas are located and put to production. Language recommended in the bill provides that Federal exploration will cease should legislation be enacted in the current session of Congress authorizing private exploration.

The Committee recommendation to renew exploration and development of the Barrow gasfield is in response to the Department's recent study of energy alternatives for the Native village of Barrow and other communities and Federal installations. This work was deferred in fiscal 1979 pending the study, which has since confirmed that natural gas production from the reserve is the most economically feasible means of fulfilling the Government's energy supply responsibilities as required by law.

The Committee allowance will finance the drilling and connecting of three additional development wells, building environmentally safe access roads, and installing related improvements. None of these funds shall be used to purchase gravel for roadbuilding. The Committee expects the Native communities benefiting from this expensive Federal production program to make needed gravel available at no cost to the Government.

BUREAU OF MINES

MINES AND MINERALS

Appropriation, 1979	\$148,507,000
Estimate, 1980	135,194,000
House allowance	134,883,000
Committee recommendation	131,603,000

The Committee recommends an appropriation of \$131,603,000, reducing the budget request by \$3,591,000 and the House allowance by \$3,280,000. Allocations are displayed in the following comprehensive table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Metallurgy research:			
Advancing minerals technology	\$12,094,000	\$12,094,000	
Environmental engineering	8,444,000	8,144,000	-\$300,000
Secondary resource recovery	2,135,000	2,135,000	
Minimizing mineral needs	4,515,000	4,365,000	-150,000
Subtotal	27,188,000	26,738,000	-450,000
Mining research:			
Coal mine health and safety	60,000,000	60,000,000	
Advancing metal and nonmetal technology	6,690,000	6,690,000	
Subtotal	66,690,000	66,690,000	

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Mining environmental research:			
Engineering systems.....	\$3,960,000	\$3,760,000	-\$200,000
Control technology.....	5,177,000	4,852,000	- 325,000
Mined land reclamation technology.....	4,111,000	4,111,000.....	
Subtotal.....	13,248,000	12,723,000	- 525,000
Data collection and analysis:			
Information collection and dissemination...	14,329,000	14,329,000.....	
Policy and economic assessments.....	1,780,000	1,780,000.....	
Subtotal.....	16,109,000	16,109,000.....	
Mineral land assessments:			
Wilderness and public land assessments....	9,998,000	9,298,000	- 700,000
Engineering and environmental investigations.....	1,961,000	1,861,000	- 100,000
Subtotal.....	11,959,000	11,159,000	- 800,000
Pay costs.....		- 686,000	- 686,000
Common program services.....		- 900,000	- 900,000
Travel.....		- 230,000	- 230,000

Although coal technology and energy conservation activities were consolidated in the Department of Energy, the Bureau is continuing limited research in these areas. Much of it appears to duplicate DOE efforts. The Bureau should phase out this energy-related work and redirect the funds to the alumina miniplant project which was budgeted for a reduction. The Committee agrees with the House that the alumina program should be maintained at the current level but does not believe added funds are needed to accomplish that goal.

Other reductions recommended under metallurgy and mining environmental research are aimed at reducing duplication and trimming back nonproductive research.

The \$700,000 reduction in wilderness assessments reflects a base reduction that followed the fiscal 1980 budget development. That amount in additional funds for this program was not needed in fiscal 1979 and was redirected to pay costs. The allowance for this program provides a \$3,839,000 increase over the actual 1979 level.

A savings of \$100,000 is recommended in the engineering and environmental investigations subactivity to reduce duplication in water and land-use planning.

HELIUM FUND

(Permanent Contract Authority)

Appropriation, 1979.....	
Estimate, 1980.....	\$47,500,000
House allowance.....	
Committee recommendation.....	

The Committee recommends the rescission of \$47,500,000 in contract authority for helium purchases provided annually by permanent legislation. Under present Federal policy this authority is not being exercised since immediate Federal requirements are deemed to be adequate. There will, however, be an increasing need for helium for advanced energy technologies beginning in the time period 1990-2000,

with shortages of helium beginning sometime in the 21st century. The appropriate authorizing committee should review the existing helium conservation program with emphasis on meeting future national helium needs. Expenditures of billions of tax dollars for energy research and development programs could be wasted for lack of helium. It is critical that the Congress not foreclose any potential solution to our energy problem because of a lack of foresight with respect to this critical element.

OFFICE OF SURFACE MINING RECLAMATION AND ENFORCEMENT

REGULATION AND TECHNOLOGY

Appropriation, 1979	\$53,944,000
Estimate, 1980	81,320,000
House allowance	85,520,000
Committee recommendation	82,625,000

The Committee recommends an appropriation of \$82,625,000, an increase of \$1,305,000 in the budget estimate and a \$2,895,000 reduction in the House allowance. Revised allocations to accommodate changing program needs and to expand the mineral institutes program are compared to the budget estimates in the table below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
State regulatory program grants	\$22,680,000	\$21,680,000	-\$1,000,000
Federal regulatory programs:			
Development or permanent programs	16,685,000	12,020,000	-4,665,000
Federal inspection and enforcement	14,122,000	16,622,000	+2,500,000
Technical support	7,033,000	7,033,000	
Subtotal	37,840,000	35,675,000	-2,165,000
Mineral institutes:			
Program grants	2,420,000	3,410,000	+990,000
Research grants	2,980,000	6,560,000	+3,580
Program direction	400,000	300,000	-100,000
Subtotal	5,800,000	10,270,000	+4,470
Small operator assistance	15,000,000	15,000,000	

State grants.—Because of unanticipated delays in developing permanent State regulatory programs, the Committee now estimates less grant assistance for implementing these State programs will be required. This is offset in part by a greater demand for interim program assistance. As a result of pending legislation extending the deadline for State program approval, it seems clear the budget request, which was based on all State programs becoming operational in fiscal 1980, is overestimated. The allowance for State grants provides a \$2,780,000 increase over 1979.

Federal programs.—An increase of \$2,500,000 is recommended for the Federal inspection and enforcement program for similar reasons. Changing circumstances and cost revisions require more Federal support pending implementation of State programs.

The reduction in Federal program development is directed at an \$8,665,000 request to conduct mine plan reviews on Federal leases. This activity is being shifted in part from the Geological Survey, which has

the general responsibility for regulation of energy leasing on Federal and Indian lands. The Committee still questions the need to bring yet another Federal agency into energy leasing. The Department is urged to review the entire management program which now involves three line agencies, a division in the Office of the Secretary, policy supervision by the Department of Energy, and review by other agencies such as the Fish and Wildlife Service. Meanwhile, the recommended allowance of \$4,000,000 for OSM mine plan reviews is considered more than adequate since it provides a \$2,740,000 increase over the base resources transferred from the Survey.

Mineral institutes.—The \$10,270,000 recommended for an expanded system of Mining and Mineral Resources Research Institutes is \$270,000 over the House allowance and finances 9 new institutes for a total of 31. The new institutes will be in the States of Louisiana, Georgia, Virginia, Iowa, North Dakota, South Dakota, Nevada, Indiana, and Washington. The allowance provides operating grants of \$110,000 to each institute together with research and fellowship grants of \$160,000 each for the new institutes. Project grants total \$5,120,000, and \$300,000 is allocated for program administration.

It is the Committee's intent that \$270,000 provided for an Indiana institute shall lapse on January 1, 1980, if no school in the State is found eligible under current criteria.

ABANDONED MINE RECLAMATION FUND

Appropriation, 1979	\$61,451,000
Estimate, 1980	113,916,000
House allowance	111,416,000
Committee recommendation	94,916,000

The Committee recommends an appropriation of \$94,916,000, reducing the budget estimate by \$19,000,000 and the House allowance by \$16,800,000. The reduced allocation, brought on by delays in State program implementation, are detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
State reclamation program grants	\$50,000,000	\$25,000,000	– \$25,000,000
Federal reclamation program:			
Fund management	11,624,000	9,124,000	– 2,500,000
Interior reclamation projects	30,949,000	39,449,000	+ 8,500,000
Rural lands reclamation program	10,106,000	10,106,000	
Technical support	1,237,000	1,237,000	
Subtotal	53,916,000	59,916,000	+ 6,000,000
Small operator assistance	10,000,000	10,000,000	

The Committee is reluctantly recommending only half the budgeted State reclamation grants as a more realistic level for fiscal 1980. State reclamation programs cannot be implemented and qualify for grants from the reclamation fund until permanent regulatory programs are in place. As discussed earlier, program development delays have forced a 12-month extension in the deadline for State program submissions. The reduced allowance should be more than adequate for the new State reclamation programs now expected to be operative in fiscal 1980.

In an effort to maintain a maximum level of reclamation support from the fund, the Committee is recommending an \$8,500,000 increase in Federal projects, aimed primarily at continuing projects funded previously in the Bureau of Mines.

The Committee has observed with growing concern the fast-growing buildup of unappropriated moneys deposited in the fund from coal production fee revenues. OSM is urged to expedite in every way possible the implementation of State programs so that these funds can be directed to urgent reclamation needs.

INDIAN AFFAIRS

BUREAU OF INDIAN AFFAIRS

Again this year the Committee found itself in the position of developing significant changes in the operation of Indian programs, not only in funding but in program policy and management. The continuing need for reform results from a tragic reality: While Federal funding of programs to benefit Indians has grown rapidly, the vast majority of these native Americans remains impoverished and remote from the abundance and opportunities of modern America.

Perhaps the biggest failure of Federal programs is in the basic approach to Indian assistance, a paternalism that fosters nearly total dependency. That is a larger issue that merits a reevaluation by Congress and the executive branch, and the Committee will not attempt to address it here. Meanwhile, it is clear there is a continuing failure in the day-to-day management and delivery of Indian programs and services that seems to defy any reasonable remedies.

The Committee remains hopeful that the recent establishment of an Assistant Secretary of the Interior whose sole responsibility is Indian programs will bring badly needed leadership and improved program management to the Bureau of Indian Affairs. But these improvements have yet to make any substantial impact, and the Committee, working closely with the House Appropriations Committee, has found it necessary to forego some of the more urgently needed improvements on its own. These are discussed in the following pages and detailed in the various BIA appropriation accounts.

Unfortunately, similar problems plague Indian health programs administered by Department of Health, Education, and Welfare. The Committee's efforts to deal with those are detailed under the operating and construction accounts of the Indian Health Service in title II.

The Committee is convinced that BIA program management failures will continue to resist any dramatic improvements without a more determined commitment from the Department's top leadership. This does not require the layering of yet another large bureaucracy above the BIA. Nor does it always require ever-increasing appropriations. Rather, it involves a mandate for program performance through administrative reforms, closer supervision, and the elimination of waste and redundancy. Programs that don't deliver should be revamped or scuttled. Administrators who don't perform effectively should be removed. The only measure of delivery and performance should be the benefits reaching the Indian people.

The Committee stands ready to work with the Department and the BIA in achieving these goals.

INDIAN PREFERENCE

One major effort to provide Indians wider opportunities for employment and leadership was the enactment of the Indian Preference Law. Generally, it gave Indians an advantage over others in hiring and promotion in the Bureau on the premise that Indians should have the greatest opportunity to manage Indian programs. The constitutionality of this law has been upheld by the Supreme Court.

The Committee has no reason to dispute the intent of the Indian Preference Act, but it fears the law is being misapplied to the point that it is retarding the delivery of Indian services. In its zeal to implement Indian preference, the Bureau has in some cases allowed positions to go vacant in the absence of a qualified Indian applicant. In other cases, positions have been filled with unqualified or underqualified Indians. And there are instances where the placement of Indians in certain programs has created conflicts of interest.

The result of this misapplication of a well-intentioned law is a breakdown of employee morale and an undermining of program efficiency in the Bureau. Although this problem is all too evident to Indian leaders as well as Bureau and departmental administrators, there is a decided reluctance to discuss it publicly. Apparently there is an even greater reluctance to do anything about improving the situation.

The Committee calls on both Indian and departmental leadership to address the problems stemming from Indian preference publicly and candidly. Indian leaders in particular should become involved, for it is the Indian people who suffer most from misapplication of the law. Clearly, no law or policy that fosters mismanagement should be defended or ignored. The Committee believes Indian preference can work to the benefit of Indian programs as well as individual Indians only if it is prudently applied.

A thorough and open appraisal of Indian preference regulations and policies will, the Committee is certain, develop badly needed remedies without impairing Indian involvement in Federal programs. The Department should pursue those remedies and, if necessary, propose legislative changes to implement them. Again, the real measurement of success should be the delivery of benefits to the Indian people.

RECENTLY RECOGNIZED TRIBES

In agreement with the House, the Committee is recommending an increase of \$2,082,000 to implement services to recently recognized tribes, the Pascua Yaqui of Arizona (\$876,000) and Hoopa-Yurok of California (\$824,000), the Penobscot and Passamaquoddy of Maine (\$360,000), and the Menominee of Wisconsin (\$22,000). These increases are spread among the various activities, and similar budget add-ons are recommended for some of the tribes under Indian Health Service activities. The Committee cannot understand why such services, required as they are by recent legislation and court decisions, could not

be requested in the normal budget process. The administration, in effect, is shifting its responsibility to develop budget estimates to the Congress. In the future the Committee intends to resist this budgeting-by-add-on process and will expect the administration to request necessary funding through established processes that assure proper budget review at several levels.

FACILITY MANAGEMENT

The Committee is disturbed at the continuing failure of the Bureau to overhaul its slipshod management of facility maintenance and improvement. The current system tolerates wildly fluctuating priorities and wholesale funding shifts without any apparent rationale. This is part of the problem the House and Senate Appropriations Committees addressed 2 years ago when they mandated a joint effort by BIA, the Department, and the General Services Administration to revamp the Bureau's facility management and school construction programs. While improvements are being achieved in construction programming, facility management seems to resist badly needed reforms. Facility improvement funds for fiscal 1979 totaling nearly \$5,000,000, for instance, remained mostly unallocated and unobligated at the close of the year, and the Bureau was not able to determine how they should be used most effectively.

Accordingly, the Committee is denying half the requested increase for facilities management in the Bureau's operating account and denying slightly more than half the funding sought for facility improvements under the construction account. No additional funding will be recommended until an effective facility management system is developed.

The Committee-mandated effort to inventory facility needs, establish consistent criteria, and develop appropriate design, operating, and monitoring systems appears to be moving the BIA in the right direction. The Committee therefore directs BIA to obligate all facility funds available in fiscal 1980, including carryover funding, in accord with these recent program improvements. This includes earmarking at least \$1,000,000 of the total for advanced engineering and design of facility improvement projects scheduled for fiscal 1981 and beyond. Further, BIA should promptly submit to the Committee an acceptable allocation of all unobligated facility improvement funds based on sound priorities developed from reliable inventory data and consistent criteria. The Committee is keenly aware of the need to upgrade Indian facilities and to establish better maintenance schedules. Increased funding will be supported when the Committee is convinced that it can be obligated effectively.

OFF-RESERVATION BOARDING SCHOOLS

In the absence of any definitive recommendations from the Department's Indian affairs leadership, the Committee has developed its own concerning the need to consolidate and improve the operations of off-reservation boarding schools. The General Accounting Office

confirmed more than a year ago that the schools are overfunded and underutilized and that wasteful management practices are fostering student behavior problems and impairing education programs. Current enrollment in off-reservation boarding schools, about 4,500, is 25 to 40 percent below capacity. The average per pupil cost of operations is \$9,150, with some schools as high as \$19,000. And the average teacher/pupil ratio is 1 to 10, significantly below the national average. This, combined with the Bureau's stated policy of encouraging school attendance on or near reservations, casts doubt on the validity of the entire off-reservation system. With the advent of direct formula funding for all Bureau schools, the Committee believes the time is ripe to begin the task of modernizing these boarding school operations and making them more responsive to the educational and social needs of Indian students.

The Committee accordingly has recommended bill language requiring the closure of two schools in Oklahoma, Chilocco and Seneca, by mid-school year and has proposed the transfer of a third school in New Mexico, Albuquerque Indian School, during fiscal 1980.

The 220 students attending Chilocco and Seneca schools should be shifted to schools nearer their homes or to other underutilized boarding schools or dormitories in Oklahoma. Chilocco (grades 9-12), located in western Oklahoma, has a per pupil cost of \$19,154, the highest in the Bureau system. The teacher/pupil ratio is 1 to 6. Needed renovation costs approximate \$12,000,000. Seneca, an elementary school in northeastern Oklahoma, has a per pupil expenditure of \$14,504 and a teacher/pupil ratio of 1 to 9. An investigation by the Department has already concluded Seneca should be closed because of severe health and safety hazards. Renovation costs would exceed the expense of a new facility.

The Albuquerque Indian School, meanwhile, should be promptly transferred to the campus of the Institute of American Indian Art in Santa Fe. The present secondary education facility in Albuquerque is unacceptable as a continuing boarding school operation. Recent information indicates the IAIA facility, on the other hand, is underutilized and can accommodate the Albuquerque program.

Appropriate funding reductions are recommended in both the operating and construction accounts to reflect initial savings from these consolidations. Long-term savings will be more significant because expensive repairs and rehabilitation costs can be avoided and yearly operating expenses will be sharply reduced. Most important, however, are the educational and social benefits that can be expected.

The Bureau should develop plans for closing down the three facilities and relocating their students and submit them for Committee review by next December. The Committee will follow developments closely and will expect the Bureau to keep in close touch on these changes and on recommendations for more improvements in the off-reservation system in 1981.

CHEROKEE CLAIMS

The Committee has followed with concern the efforts of the Cherokee Nation of Oklahoma to secure payment from the United

States for sand and gravel taken from a portion of the Arkansas River bed owned by the Cherokees. The Department has fixed a value of \$8,400,000 and preliminarily negotiated a settlement at that cost. Successive administrations, however, have failed to settle the question of liability and to certify the settlement as a legitimate claim.

The Committee hesitates to recommend any fixed appropriation for payment without full administration review and approval of the claim, but any further substantial delay is unfair to the Cherokees, whose only recourse would be a protracted court suit. The Committee calls on the Department and the White House to expedite a decision on the Cherokee Nation claim so that this matter can be resolved without further delay. Litigation would be expensive to all concerned and can probably be avoided with a timely decision from the administration.

OPERATION OF INDIAN PROGRAMS

Appropriation, 1979	\$792,052,000
Estimate, 1980	792,020,000
House allowance	792,753,000
Committee recommendation	770,835,000

The Committee recommends an appropriation of \$770,835,000, reducing the budget estimate by \$21,185,000 and the House allowance by \$21,918,000. Recommended allowances are detailed below by budget activity.

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Education	\$262,083,000	\$257,287,000	-\$4,796,000
Indian services	207,240,000	201,068,000	-6,172,000
Economic development and employment	77,172,000	76,789,000	-383,000
Natural resources	64,692,000	64,988,000	+296,000
Trust responsibilities	49,301,000	44,616,000	-4,685,000
General management and facilities	131,532,000	126,687,000	-4,845,000
Travel		-600,000	-600,000

Education.—Recommended allowances for education mainly involve changes stemming from newly enacted programs and funding requirements. These revisions in the budget estimate are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
School operations	\$191,347,000	\$180,451,000	-\$10,896,000
Johnson-O'Malley assistance	28,188,000	29,388,000	+1,200,000
Continuing education	42,548,000	47,448,000	+4,900,000

The school operations allowance includes decreases of \$500,000 in central and area office administration costs, \$922,000 in Johnson-O'Malley assistance budgeted in the wrong activity, and \$10,000,000 in general savings resulting from the initiation of direct formula funding and consolidation of off-reservation boarding schools. The allowance also contains an increase of \$176,000 for recently recognized tribes. None of the reductions should impair the actual delivery of educational services.

Also under school operations, the Committee is recommending an additional \$350,000 for the Pyramid Lake Paiute Tribe to establish a contract secondary school on the reservation. Most high school children on the reservation would otherwise have to attend an overcrowded

public school requiring a 100-mile round trip. These funds will be used for planning, startup, and operation for the balance of the school year. The Bureau will be expected to budget for the school's operations in fiscal 1981.

The Committee understands an early childhood program begun on the Papago Reservation with CETA funding has been both successful and popular. Within available funds, the Bureau should make every effort to support and expand this program.

Implementation of the Education Amendments of 1978 (Public Law 95-561), with its provision for direct allocation of school funds, is expected to bring major changes to the Bureau's education program. It is hoped the formula developed under the mandate of this law will eliminate funding inequities that have troubled the Committee in the past. For the formula to work, it is essential that the Bureau develop more accurate enrollment statistics and establish a system for tracking educational expenditures under the formula to insure that money is spent for its intended purpose. The Committee will expect a report on progress in both areas by midyear.

Because of previous disparities in school funding, some boarding schools will be extremely hard hit by the implementation of the formula in 1 fiscal year. The Committee recommends a gradual phase-in of the formula. In fiscal 1980 no boarding school should have its funding increased or decreased more than 20 percent from the fiscal 1979 level except where actual enrollment changes merit cost adjustments under the formula.

A \$7,000,000 level for special education is continued in the recommended allowance for school operations. In addition, more than \$2,000,000 in support is anticipated from other Federal programs. Although the Committee expanded this important program by \$5,000,000 in 1979, the hearing record and recent findings by the General Accounting Office reveal the Bureau's continuing failure to develop and implement anything approaching an effective program. Indeed, the Bureau has probably been in violation of mandates in the Education of All Handicapped Children Act (Public Law 94-142). No concerted effort was made to hire the required specialists and teachers or even to identify and evaluate all handicapped students. Funds earmarked for special education were used at times to cover unrelated, low priority expenses. The administrative indifference and neglect revealed by the Committee's inquiries underscore the need to strengthen the Department's Indian affairs leadership.

The Committee will expect to see a swift and positive response to the GAO recommendations. The Bureau should immediately determine the number of special education personnel needed by each location and hire those personnel at the earliest possible date. Special education spending must be restricted to carefully defined program needs and used for no other purposes. These funds should not be shifted to cover the costs of institutionalized handicapped, as proposed in the budget justifications. Further, the Bureau is directed to develop and submit to the Committee within 6 months a program plan including:

—Major program goals and specific milestones including full compliance with Public Law 94-142.

- Processes and related costs necessary to serve the target population.
- Provisions for adequate identification and evaluation of children and followup performance criteria.
- Availability of similar and overlapping programs and their coordination and contributions.
- The roles of the Indian community and the private sector.
- A cost-effective comparison of management and program alternatives.

The Bureau should utilize the expertise of other Federal agencies and consult with recognized experts in special education and related fields in developing performance standards and procedures for an effective program.

An additional \$1,200,000 for Johnson-O'Malley assistance has been provided, in agreement with the House, to meet a funding shortfall caused by budgeting errors. This, together with an estimated \$700,000 carryover, should be sufficient to maintain this public school support program at its fiscal 1979 level.

A \$6,000,000 budget increase is recommended under continuing education to implement the Tribally Controlled Community College Assistance Act. This will provide \$400,000 to conduct feasibility studies required to determine grant eligibility, \$1,300,000 for technical assistance, and \$4,300,000 to initiate the grant program. The Bureau is directed to utilize available studies prepared for accreditation whenever possible to avoid duplication of effort in preparation of feasibility studies. This should reduce the amount required for these studies and allow the remainder of the \$400,000 to be utilized for technical assistance. Institutions which are not able to meet the feasibility requirements of the act in fiscal 1980 but have a reasonable prospect of meeting such requirements in fiscal 1981 should be given priority for technical assistance. In agreement with the House, special consideration is recommended for financially pressed institutions that are found to be eligible. The Committee understands the College of Ganado in Arizona in particular may not be able to continue through the current year without assistance. The Bureau should arrange to award grants to Ganado as quickly as possible once eligibility has been established. All eligible colleges should be funded on a pro rata basis determined by dividing available funds by the number of full-time equivalent students. Eligible institutions shall not be denied assistance on the basis of support provided from other Federal sources, in accordance with the authorizing act.

The tribally controlled college increase is partially offset by reductions of \$900,000 in Navajo Community College operating support and \$200,000 in higher education student grants. The \$6,405,000 allowance for Navajo Community College, the same as the House, is based on the current BIA estimate of 1,600 full-time-equivalent students pending development of final regulations for formula funding. It provides a \$1,500,000 increase over fiscal 1979 funding. The Committee has held the \$27,398,000 request for student grants to a \$472,000 increase. This reflects the actual shift in funding from special higher education programs in response to tribal priorities.

Indian services.—The allowance for Indian services consists of a \$1,345,000 increase for recently recognized tribes, in agreement with the House, and reduction totaling \$9,384,000. Recommendations are detailed below by function:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Tribal government services	\$17,384,000	\$16,734,000	-\$650,000
Social services	91,764,000	87,039,000	-4,725,000
Law enforcement.....	27,810,000	27,370,000	-440,000
Housing	19,178,000	19,328,000	+150,000
Self-determination services	45,619,000	45,112,000	-507,000
Navajo-Hopi settlement program.....	5,485,000	5,485,000.....	

Under tribal government services, the Committee has agreed to a \$500,000 House reduction in comprehensive planning found to be redundant and additionally has denied a budgeted program increase of \$565,000. The Committee could not find sufficient justification for the program expansion.

After careful consideration, the Committee recommends \$5,000,000 cutback in social services funding for welfare grants. This restores \$2,500,000 of the House reduction. It is clear the BIA badly overbudgeted for welfare assistance in both 1979 and 1980 fiscal years. The reduced allocation should maintain payments in 1980 and still leave a surplus to handle any caseload increases. Unobligated funds accruing in both fiscal years should also be expended to the maximum extent possible to accelerate implementation of the Indian Child Welfare Act of 1978. The BIA has been slow to activate this Indian grant program of treatment, counseling and foster care services, and aggressive program management is needed to make full use of available funding.

The Committee has rejected the \$1,051,000 increase requested for law enforcement on the basis of inadequate justification. More specific needs and cost factors must be identified if additional funding is merited. This reduction is partly offset by a \$300,000 addition to finance operating needs of four new detention facilities being built by the Oglala Sioux on the Pine Ridge Reservation, South Dakota. Although these facilities become operational in mid-1980, no budget request was developed for them. Within the total allowance the Bureau should direct more attention to the law enforcement needs of the Papago Reservation in Arizona.

Under self-determination services, the Committee has agreed to a \$300,000 House decrease in training and technical assistance. Further, the Committee is denying a \$401,000 increase budgeted for grants. The justification for the grant increase was to cover cost increases, but inflation should have been accounted for in the base adjustment. The allowance for self-determination services includes \$17,568,000 for grants and \$23,577,000 for contract support.

There is evidence of continuing problems in the effort to promote tribal management of Indian services through self-determination contracts. Last year's GAO reports spotlighted several deficiencies, including inadequate technical assistance and haphazard contract monitoring, but improvements appear to be slow. The Bureau should

intensify its efforts to strengthen self-determination services and encourage wider tribal acceptance of program responsibilities.

Economic development and employment.—The Committee has agreed to a House reduction of \$1,000,000 in business enterprise development but recommends only \$259,000 of the \$2,000,000 House add-on for the Indian action program. The Committee cannot support any significant expansion of the Indian action program until serious deficiencies pinpointed by GAO have been corrected and until the program merits higher tribal priority. Within the recommended increase, the BIA should provide Indian action program contracts for the Coushatta Tribe of Louisiana and the Miccosukee Tribe of Florida.

The Committee also recommends a \$250,000 increase in employment assistance to maintain the current program level at the United Tribes Educational Technical Center, N. Dak. An increase of \$108,000 is recommended for recently recognized tribes for employment and road maintenance programs.

These changes are detailed below in the comparative table of subactivities:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Employment development.....	\$50,234,000	\$50,843,000	+\$609,000
Business enterprise development.....	9,502,000	8,502,000	−1,000,000
Road maintenance.....	17,436,000	17,444,000	+8,000

The Committee shares the views expressed by the House Appropriations Committee on the poor showing of the expensive economic development programs for Indian reservations pursued by the Bureau and by the Economic Development Administration. Despite severe criticism last year from the GAO, little improvement has been noted. The reduction in the business enterprise development budget reflects the Committee's discouragement with that program. The detailed plan for more viable economic initiatives requested by the House will be a valuable contribution only if the Department, through the Office of the Secretary, plays an active role in its preparation. It is hoped the plan will not rely on more heavy investments of public funds but concentrate instead on promising economic enterprises and the kind of effective guidance needed to make them successful.

Within the business enterprise allowance, the Committee directs that no more than \$140,000 be available for continuing support of the Jojoba agriculture project on the San Carlos Indian Reservation.

Natural resources.—The allowance for natural resources development is distributed in the comparative table below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Natural resources, general.....	\$1,164,000	\$439,000	−\$725,000
Agriculture.....	20,493,000	21,493,000	+1,000,000
Forestry.....	23,570,000	23,901,000	+331,000
Water resources.....	3,060,000	1,560,000	−1,500,000
Wildlife and parks.....	2,891,000	4,009,000	+1,118,000
Fire suppression.....	800,000	800,000	
Minerals and mining.....	7,963,000	7,963,000	
Irrigation and power.....	4,823,000	4,823,000	

The Committee has denied a requested increase of \$725,000 for general activities as vague and unjustified. With the natural resources program reduced overall from the fiscal 1979 level, the Committee sees no reason to expand this program direction function.

A total of \$375,000 has been added, in agreement with the House, for services to recently recognized tribes plus \$1,000,000 for the Papago farms agriculture project, Arizona.

An increase in forestry is recommended to restore this program to its fiscal 1979 level. Timber is an important economic resource on many reservations, and the Committee is concerned that a program cutback could undermine recent advances in this area. The Bureau should expand its efforts to insure sound management and development of this resource.

The reduction in water resources will leave \$500,000 for implementation of the administration's water policy plan. Together with \$600,000 budgeted for water inventories under the trust responsibilities activity, a total of \$1,100,000 will be available to inventory and plan for water utilization. This allowance in no way should be construed as an endorsement of the administration's policy on Federal and Indian reserved water rights.

The Committee is recommending the transfer of \$500,000 from trust responsibilities to natural resources to reflect more properly the program goals for fishery restoration at Pyramid Lake, Nev. The funds are requested for technical and biological studies more closely related to wildlife resources than to the rights protection subactivity under which they were budgeted. Additionally, the Committee has provided an unbudgeted \$375,000 for operation of the Lummi salmon culture facilities in Washington State.

Trust responsibilities.—Recommendations for trust responsibilities provide a \$2,844,000 increase over the fiscal 1979 program level. Changes are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Environmental quality services.....	\$1,242,000	\$1,242,000.....	
Rights protection.....	22,555,000	20,870,000	-\$1,685,000
Real estate and financing trust services.....	25,504,000	22,504,000	-3,000,000

Under rights protection, the Committee recommends a \$500,000 reduction to transfer fishery restoration funds for Pyramid Lake to the natural resources activity as discussed earlier. The Committee has also denied a \$340,000 increase for attorneys' fees and \$845,000 of a \$1,745,000 increase in hunting and fishing rights support. The \$660,000 base for attorneys' fees is considered adequate in the absence of more specific justification. Increases for hunting and fishing rights, budgeted under two separate headings, are considered excessive to program requirements. The total allowance of \$3,400,000 for this work, which is in addition to \$5,826,000 provided for Pacific Northwest hunting and fishing rights issues, should be more than adequate to aid the establishment and management of tribal fish and wildlife responsibilities.

In an effort to provide a more equitable level of legal representation,

the Committee has included language in the bill limiting attorneys' fees to \$80,000 for the Pueblos of Nambe, Tesuque, San Ildefonso, and Pojoaque, New Mexico, as plaintiffs in the suit *New Mexico v. Aamodt*.

The reduction in real estate and financial trust services is directed mainly at the requested program increase, including 54 new positions, for lease compliance activities. With a \$17,000,000 base for real estate services, there should be sufficient resources to strengthen lease compliance through contracting and position transfers from lower priority activities or from programs shifting to tribal management. The allowance for real estate services contains a \$603,000 net program increase.

General management and facilities operations.—The Committee recommends reductions of \$1,545,000 in management and administration and \$3,300,000 in facilities management. These allowances eliminate the requested \$804,000 increase for executive direction and Equal Employment Opportunity functions and \$800,000 for an Indian intake and development program. The Committee doubts the need for additional travel and equipment funding in executive direction, particularly for EEO activities in an agency whose employment practices are governed by Indian preference. The Indian intake and development proposal involved creating 80 new positions for what amounts to on-the-job training for Indian applicants for BIA employment. This funding has been deleted in favor of existing placement and training programs operating for Indians who already enjoy preference for BIA employment, training, and promotion.

The Committee could find no justification for the \$1,100,000 increase approved by the House for a new office of technical assistance and training. This consolidated office is budgeted for a total of \$508,000, including funds available to the Assistant Secretary, Indian Affairs, which more than quadruples current funding and should be adequate for office operations. The Bureau should budget for any additional needs that might develop.

The facilities management allowance includes maintenance reductions of \$550,000 resulting from midyear closure of Chilocco and Seneca boarding schools and \$250,000 from the combined maintenance savings of Albuquerque Indian School and the Institute of American Indian Arts. Further, \$3,300,000, or half of a requested general program increase, has been disallowed. As discussed earlier, the Committee cannot support any substantial expansion of the Bureau's facility program until a proper management system has been installed.

The Committee has learned the Bureau is evaluating a possible relocation of the Juneau Area Office to Anchorage, Alaska. The budget requests no funds for such a transfer. Prior to any relocation, the BIA is directed to supply the Committee detailed cost estimates for the move and to identify what funds the Bureau would use to meet those costs. No relocation is to occur without prior Committee approval.

It has been brought to the Committee's attention that the Bureau is making arrangements for the lease of lands and waters at Wild Horse Reservoir in Nevada to the Duck Valley Indians. This proposal has drawn widespread public opposition. Although the reservoir is part of

the Duck Valley Indian irrigation project, it is not located on the reservation and the Bureau administers only a portion of its shoreline. In order to permit a thorough inquiry into all the ramifications of this lease proposal the Committee has recommended language in the general provisions for the Interior Department preventing the use of any fiscal 1980 funds for any new lease, transfer, or withdrawal of the reservoir and surrounding lands.

CONSTRUCTION

Appropriation, 1979	\$126,554,000
Estimate, 1980	67,721,000
House allowance	83,395,000
Committee recommendation	66,874,000

The Committee recommends an appropriation of \$66,874,000, reducing the budget estimate by \$847,000 and the House allowance by \$16,521,000. The revised program, which continues the Committee's overhaul of BIA construction management, is compared to the budget estimates in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Buildings and utilities:			
School design and construction	\$10,000,000	\$31,508,000	+ \$21,508,000
Hatchery construction		225,000	+ 225,000
Facility improvement and repair	9,375,000	4,375,000	- 5,000,000
Program management	2,117,000	2,117,000	
Irrigation systems:			
Project construction	43,962,000	25,182,000	- 18,780,000
Engineering and supervision	1,472,000	1,472,000	
Surveys and investigations	795,000	795,000	
Land acquisition		1,200,000	+ 1,200,000

Buildings and utilities.—Beginning in fiscal 1978, the Committee called a halt to all new school construction pending badly needed reforms in BIA facilities management. The Committee insisted on better planning and design and on management of construction contracts. In concert with the House Committee, arrangements were made with the Department to enlist the General Services Administration in strengthening BIA management, in inventoring all facilities, and in developing an up-to-date and rational priority ranking system for all new construction. This led to the establishment of a construction management office in the Office of the Secretary to supervise the inventory and to develop an effective management system. This new management function is discussed later under the Office of the Secretary. In fiscal 1979, meanwhile, only funding for ongoing school projects was approved because management improvements were still not in place.

For fiscal 1980, the Committee is ending its moratorium on new school construction and recommending sufficient funding to design seven schools and to put five under construction. Funding by project is displayed below:

<i>School project</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Shaktoolik, Alaska, design and construction.....	\$2,104,000	\$2,104,000.....	
Fort Totten, N. Dak., construction.....	5,789,000	14,812,000	+\$9,023,000
San Felipe, N. Mex., design and construction.....	2,107,000	2,107,000.....	
Turtle Mountain, N. Dak., design.....		570,000	+570,000
Havasupai, Ariz., construction.....		2,800,000	+2,800,000
American Horse, S. Dak., design and construction.....		4,565,000	+4,565,000
Red Rock, Ariz., design.....		150,000	+150,000
Torreon, N. Mex., design.....		200,000	+200,000
St. Stephens, Wyo., design and construction.....		4,200,000	+4,200,000

With two exceptions, these recommended new projects adhere to the priority ranking system that has been developed to direct resources where they are most urgently needed. Two schools that are eligible for funding on a priority basis—Fort Hall, Idaho, and Navajo Mountain, Utah—have not been funded because planning is incomplete and no reliable cost estimates are available. Within available funds, the Bureau is directed to complete planning for these facilities so that firm design and construction estimates will be available for the fiscal 1981 budget.

The wide variance with House project allowances stems mainly from project planning reviews conducted subsequent to House action. These reviews revealed that many of the school projects, although justified on a needs basis, were poorly planned and not geared to reasonable pupil attendance projections. Accordingly, only design funds are recommended for some projects so that effective sizing and accurate cost estimates can be developed before actual construction is funded.

The Committee still has some questions over the reliability of project planning and design and directs that all projects be carefully reviewed by the Office of Construction Management to insure the facilities are attuned to educational needs.

The Bureau's failure to conduct proper planning reviews before submitting project estimates to the Appropriations Committees underscores the need for still more improvements in management of construction programs. The Department should make certain there are no more blunders of this magnitude in the future.

The increase for hatchery construction is for expansion of the Suquamish tribal hatchery in Washington State. The House provided an identical allowance under the Fish and Wildlife Service.

The reduction in facilities improvement funding results from the Bureau's failure to obligate hardly any of the \$4,972,000 appropriated for that program in fiscal 1979. Those funds will carry forward and be available along with the reduced allowance for fiscal 1980. The BIA completely revised its facility improvements program for 1979 but did not bring this to the Committee's attention until well into the fourth quarter. A brief review of the changed program only emphasized the need for more revisions, and it was clear there was no system for relating improvements to actual facility needs. As discussed earlier, this program also needs an overhaul. The BIA should work with the Office of Construction Management in developing more rational allocations of available funding for Committee review and approval.

Within available funds, the Bureau should provide up to \$250,000 for renovation of the Duckwater Shoshone elementary school in Nevada.

Irrigation facilities.—The reduced allowance recommended for irrigation and related construction consists of a \$25,000,000 reduction and increases totaling \$6,220,000. The sharp cutback in the Bureau's new funding request is based on an inordinately high level of unobligated appropriations that have been accumulating in this activity. Entering the final quarter of fiscal 1979, the Bureau had obligated little more than one-fifth of the \$34,000,000 available. The Committee cannot support substantial new appropriations when this funding backup exists. Offsetting the general program reduction are the following project increases:

Headgate Rock hydroelectric plant, Arizona.....	\$500,000
Pelton hydroelectric project, Oregon.....	5,000,000
Irrigation feasibility studies, Ak Chin Reservation, Arizona.....	220,000
Fallon irrigation project.....	500,000

The Headgate project is located on the Colorado River Indian Reservation. The powerplant to be established on the existing dam structure is designed to serve all future electric power needs for operation of irrigation and drainage facilities. It has a total estimated 4-year construction cost of \$21,000,000 and a benefit/cost ratio of 1.5 to 1. The Department should consider provisions for repayment of Federal project costs from power revenues.

Funds recommended for the Pelton Dam project are for a one-time grant to the confederated tribes of the Warm Springs Reservation and will finance about 20 percent of construction costs. The balance is to be obtained by the tribes through other financing. The stated benefit/cost ratio furnished by the Bureau is 1.12 to 1 when the Federal investment is excluded.

The Ak Chin feasibility studies will enable to Indian Community to plan irrigation facilities for the distribution of water becoming available under a recent settlement act (Public Law 95-328).

In agreement with the House, the Committee has provided an increase of \$500,000 for the Fallon irrigation project, Nevada, bringing the total to \$1,000,000.

Land acquisition.—The Committee is recommending \$1,200,000 for a grant to the Lummi Tribe for the purchase of Portage Island, Wash. This purchase is part of a negotiated agreement between the tribe and Whatcom County to settle a dispute over the use of the island as a recreation area.

ROAD CONSTRUCTION

Appropriation, 1979.....	\$79,253,000
Estimate, 1980.....	58,379,000
House allowance.....	60,379,000
Committee recommendation.....	46,479,000

The Committee recommends an appropriation of \$46,479,000, decreasing the budget estimate by \$11,900,000 and the House allowance by \$13,900,000.

The decrease in this activity is based on an excessive balance of

prior-year funding. With 3 months left in the fiscal year, the Bureau still had some \$37 million, or nearly half the total 1979 appropriation, left unobligated. Accordingly, the Committee recommends an \$18,000,000 reduction in new funding. The Bureau's failure to obligate road funds in a timely manner reflects poor planning and program administration. Until such time as the Bureau can demonstrate needed improvements, the Committee is reluctant to approve full funding.

This general reduction is offset by a \$5,000,000 increase to continue Four Corners area road construction, a joint project with the State of New Mexico, as authorized by the Federal-Aid Highway Act Amendments of 1974; and by an additional \$1,100,000 to complete construction of the Inchelium Ferry on the Colville Reservation, Washington.

The Committee recommendation also includes \$750,000 for phase I reconstruction of Pima Road in the Salt River Indian community. The present road is not adequate to serve both the Indian and non-Indian communities. The tribe and the city of Pima-Maricopa have reached agreement on joint construction and maintenance of the road. The Committee commends the spirit of cooperation inherent in this agreement.

The Committee does not recommend a \$2 million House increase for completion of the road from Mexican Water to Bluff, Utah. Some \$6 million has been expended to date for construction of the first 16 miles. As of July 30, only \$1.4 million out of a total 1979 appropriation of \$4.5 million had been obligated, and it appears that additional money for fiscal 1980 will not be necessary. Further, the road was not listed as a priority by the Navajo Tribe for 1980.

In keeping with the Committee's effort to channel construction funding to the Indian areas with the greatest need, the BIA is requested to develop a priority system for road projects. Without such a system, it is difficult for the Committee to evaluate the relative necessity of project proposals. The priority system should use up-to-date inventory data and be based on clearly established needs criteria. It should be available in time to help the Committee determine funding priorities for fiscal 1981 and be integrated into the 1982 budget development process.

ALASKA NATIVE FUND

Appropriation, 1979.....	\$30,000,000
Estimate, 1980.....	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 estimate and the House allowance for the Alaska Native Fund, as authorized by the Alaska Native Claims Settlement Act.

TRUST FUNDS

Appropriation, 1979.....	\$26,000,000
Estimate, 1980.....	26,000,000
House allowance.....	26,000,000
Committee recommendation	26,000,000

The Committee recommends an appropriation of \$26,000,000, the same as the budget estimate and the House allowance. This is the estimated tribal revenues to be deposited in the U.S. Treasury and made available for the use and benefit of those tribes.

SALT RIVER PIMA-MARICOPA SETTLEMENT

Appropriation, 1979	
Estimate, 1980	
House allowance	\$3,917,000
Committee recommendation	3,917,000

The Committee recommends an appropriation of \$3,917,000 in agreement with the House allowance for settlement of the boundary dispute between the Salt River Pima-Maricopa tribe and non-Indian landowners. Public Law 95-399 authorizes payment to all parties affected by the boundary dispute as a means to avoid extensive litigation. Acceptance of the payment will constitute a complete release of any claims by both the Indian and non-Indian landowners against the United States. Although the authorizing legislation was signed into law nearly a year ago, there was no budget estimate for this requirement.

TERRITORIAL AFFAIRS

ADMINISTRATION OF TERRITORIES

Appropriation, 1979	\$55,410,000
Estimate, 1980	46,804,000
House allowance	84,161,000
Committee recommendation	63,061,000

The Committee recommends an appropriation of \$63,061,000, increasing the budget request by \$16,257,000 and reducing the House allowance by \$21,100,000. Allocations are detailed in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Guam:			
Economic Development Fund	\$500,000	\$500,000	
Construction grants	2,500,000	9,675,000	+ \$7,175,000
Subtotal	3,000,000	10,175,000	+ 7,175,000
American Samoa:			
Judiciary	680,000	680,000	
Operations grants	15,628,000	16,628,000	+ 1,000,000
Subtotal	16,308,000	17,308,000	+ 1,000,000
Northern Marianas:			
Operations grants	12,197,000	11,082,000	- 1,115,000
Economic Development Loan Fund	2,588,000	2,351,000	- 237,000
Construction grants	5,914,000	5,373,000	- 541,000
Subtotal	20,699,000	18,806,000	- 1,893,000

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Northern Mariana Federal Law Commission....	\$300,000	\$300,000.....	
Virgin Islands grants.....	2,400,000	12,400,000 + \$10,000,000	
Office of Territorial Affairs.....	1,115,000	1,090,000	- 25,000
<hr/>			
Federal comptrollers:			
Virgin Islands.....	1,127,000	1,127,000.....	
Trust territory and Northern Marianas	640,000	640,000.....	
American Samoa.....	440,000	440,000.....	
Guam.....	775,000	775,000.....	
<hr/>			
Subtotal	2,982,000	2,982,000.....	

Guam.—The increase for Guam construction grants includes \$6,500,000 to help fund replacement of a badly deteriorated penitentiary and \$675,000 for a water storage facility. The existing prison, severely damaged by a recent fire, is overcrowded and lacks adequate security. Guam will need to reprogram prior year funding to finance the estimated \$3,800,000 balance to insure timely completion of the new facility. Appropriations recommended for the water storage facility will supplement funds already available.

American Samoa.—The Committee has agreed with \$1,000,000 in House-approved increases for pay costs for American Samoa. Recognizing the stability being achieved through recent improvements in financial management, the Committee believes additional funding should not be needed to maintain program levels in the future.

Northern Marianas.—The total reduction in grants to the Northern Marianas Commonwealth, in agreement with the House, is to offset a like appropriation for inflation adjustments provided in advance in the fiscal 1979 supplemental appropriation bill. The Committee has not approved a \$9,000,000 House increase for construction of a Saipan powerplant. The increase would exceed the support level established by the 1975 covenant that established the Commonwealth. Since the Northern Marianas Government has contracted for construction of the plant, it will have to alter current construction priorities to accommodate the greatest needs within available funds.

Virgin Islands.—In view of evidence that the Virgin Islands Government has diverted some construction in the past to general government operations, the Committee is recommending only the budget request of \$2,400,000 for design and engineering costs of two proposed hospitals and needed clinics. When specific data are available next year on actual construction costs, the Committee will be better able to analyze the scope of these projects and the need for Federal support.

The Committee continues to believe the Virgin Islands Government has both the means and the resources to reduce its mounting operating deficit. A recent investigative report by the Federal Comptroller lent support to this position. For a 1-year interim, however, the Committee has concurred in the House allowance of \$10,000,000 above the budget estimate for operating grants along with the requirement they be matched by local funds raised through changes in current tax policies.

TRUST TERRITORY OF THE PACIFIC ISLANDS

Appropriation, 1979	\$114,706,000
Estimate, 1980	99,010,000
House allowance	112,760,000
Committee recommendation	105,799,000

The Committee recommends an appropriation of \$105,799,000, increasing the budget estimate by \$6,789,000 and reducing the House allowance by \$6,961,000. Allocations are detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
High Commissioner's Office	\$460,000	\$460,000	
Judiciary	726,000	726,000	
Operations grants	46,124,000	47,574,000	+\$1,450,000
Construction grants	51,700,000	54,339,000	+2,639,000
Government transition expenses		2,700,000	+2,700,000

In the absence of any action by the administration on acknowledged high-priority needs of the trust territory, the Committee is recommending what it considers to be essential program increases. In a period of fiscal constraint, the increases have been held to a minimum—to those the Committee believes cannot reasonably await a later appropriation bill. They have been offset partially by a reduction in construction funding for which there is no reliable cost estimate. These changes in the budgeted program are detailed below:

Enewetak Atoll rehabilitation	+\$1,450,000
Ebeye sewer construction	+1,300,000
Majuro Hospital	-1,986,000
Communications system	+3,325,000
Transition expenses	+2,700,000

The increase for Enewetak rehabilitation, in agreement with the House, is to cover cost increases, recent typhoon damage, and delays related to radiological surveys. It brings the total rehabilitation funding to nearly \$14,000,000.

The \$1,300,000 for Ebeye sewer construction will be used to reimburse the Marshall Islands outer dock project. These funds were transferred to the Ebeye sewer rehabilitation project in July in order to correct severe deficiencies in the existing system which endangered the health of the residents.

Since submission of the budget request for \$2,500,000 to renovate the Majuro Hospital, it has been determined that an entirely new facility is required. Since estimates for the new hospital are based on 5-year-old figures from construction in another district, only the \$510,000 request for architectural and engineering costs is recommended. The Committee expects that any future budget requests for this project will be timely and accurate. Construction estimates should separately identify the costs of the new hospital and the proposed remodeling of the existing building which is planned to be used for clinical services.

The trust territory government is currently transferring its executive functions to the three local government entities recently established in Micronesia—The Federated States of Micronesia, the Marshall Islands, and Palau. Constitutions have been adopted and governments organized in the Federated States and the Marshalls and a Palau constitution is to

be implemented in January of 1980. There is a clear need for transition funding similar to that provided to the Northern Marianas Commonwealth, but the administration had not acted on any recommendation in the final weeks of fiscal 1979. Accordingly, the Committee is recommending increases of \$2,700,000 for governmental transition expenses and \$3,325,000 to upgrade severely inadequate communications systems in the islands. Efficient communications are not only essential to governmental functions but foster economic growth.

The addition for transition assistance, which is \$2,300,000 below the House, is directed at developing administrative capabilities of the new entities with special attention to financial management systems. The Committee is not supporting proposed funding for more temporary government buildings, and sufficient funds should be available within operations grants to cover costs of consultants.

The Department has estimated that \$1,608,000 of appropriations for a radiological survey of the Northern Marshalls will remain unobligated. In agreement with the House, the Committee recommends that \$200,000 be used for community payments of \$100,000 each to Rongelap and Utirik as authorized by law. The House Committee also recommended the balance go to the people of Bikini as *ex gratia* payments. The authority for such payments is questionable, however and the Committee does not recommend any Bikini payments at this time.

After careful consideration of the special needs of construction management in remote island areas, the Committee is approving revised guidelines for reprogramming needs in the trust territory. On a district-by-district basis, savings from one project may be applied to a shortfall on another without prior Committee approval. The Committee expects, however, that these reprogrammings will be included in timely reports forwarded by the Office of Territorial Affairs.

The Committee understands a reprogramming request is pending at the Office of Management and Budget to meet the costs of a negotiated claims settlement arising from the construction of Majuro and Saipan airfields. The Committee anticipates this reprogramming request will be presented to the Congress in a timely manner.

The Committee remains interested in the Marshall Islands human development project but has determined that insufficient information is available on the need for additional funding at this time. Should supplemental funds be required to allow the project to continue uninterrupted, the Committee would give sympathetic consideration to such a request.

PAYMENTS TO UNITED STATES TERRITORIES, FISCAL ASSISTANCE

(Permanent, Indefinite, Special Fund)

The Committee recommends an amendment to the bill making permanent appropriations for advance payments of revenues to Guam and the Virgin Islands. Although \$44,000,000 was budgeted for these territories under permanent appropriation estimates, as authorized by

Public Law 95-348, the Comptroller General later determined that permanent appropriations could not be assumed without specific provision in law. The authorizing act did not contain such specific appropriations authority. Language recommended in the bill corrects this oversight and implements the clear intent of the legislation. No further annual appropriation action will be required.

Under the recommendation, Guam will be appropriated advance payment on an estimated \$17,500,000 in fiscal 1980 internal revenue collections. The Virgin Islands will be appropriated a similar payment on an estimated \$24,000,000 in excise tax collections.

Although no budget amendment was submitted to correct the error, the Committee understands the Office of Management and Budget agrees there is a need for corrective language.

SECRETARIAL OFFICES

OFFICE OF THE SOLICITOR

SALARIES AND EXPENSES

Appropriation, 1979	\$15,085,000
Estimate, 1980.....	¹ 15,860,000
House allowance.....	15,500,000
Committee recommendation	15,741,000

¹ Includes \$241,000 budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$15,741,000, reducing the budget estimate by \$119,000 and increasing the House allowance by \$241,000. The specific amounts disallowed by the Committee include \$70,000 for expansion of patent searches, \$41,000 in pay costs, and \$8,000 for word processing equipment. The allowance includes \$241,000 and seven positions requested in a budget amendment in connection with increased OCS leasing and surface mining regulation responsibilities.

OFFICE OF THE SECRETARY

DEPARTMENTAL MANAGEMENT

Appropriation, 1979	\$43,100,000
Estimate, 1980.....	48,761,000
House allowance.....	45,760,000
Committee recommendation	45,144,000

The Committee recommends an appropriation of \$45,144,000, a reduction of \$3,617,000 below the budget estimate and \$616,000 below the House allowance. The major change involves deletion of \$6,801,000 budgeted for the National Mine Health and Safety Academy. Pursuant to the fiscal 1979 supplemental appropriation bill (Public Law 96-38), the academy has been shifted to the Labor Department and is funded in the pending Labor-HEW appropriations bill for fiscal 1980. Specific allowances recommended by the Committee are presented below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Departmental direction.....	\$5,837,000	\$5,266,000	-\$571,000
Program director and coordination.....	5,172,000	3,794,000	-1,378,000
Policy, budget, and administration	15,713,000	16,422,000	+709,000
Hearings and appeals	5,034,000	4,918,000	-116,000
Library and information services	2,143,000	2,143,000	.....
Minerals policy	1,456,000	1,256,000	-200,000
Aircraft services	1,295,000	1,295,000	.....
National Mine Health and Safety Academy	6,801,000	.....	-6,801,000
Construction management .....	.....	4,900,000	+4,900,000
Endangered Species Review Committee.....	300,000	250,000	-50,000
General services.....	5,010,000	5,000,000	-10,000
Travel.....	.....	-100,000	-100,000

The Committee concurs in House reductions of \$22,000 for the immediate office of the Secretary and the executive secretariat, \$379,000 for environmental project review, \$50,000 for the Endangered Species Review Committee, and \$10,000 for general services. A new activity providing management oversight for Bureau of Indian Affairs construction programs is recommended in lieu of a separate appropriation account proposed by the House. Other changes are detailed below:

Field coordination.....	-\$76,000
Public affairs	-326,000
Congressional and legislative affairs.....	-147,000
Assistant Secretary, Indian Affairs.....	-1,378,000
Inspector General.....	+1,088,000
Hearings and appeals	-116,000
Minerals policy research and development.....	-200,000
Travel.....	-100,000

The Committee supported the initial action of the Secretary in reducing the number of special representatives in the field. Not wishing to reverse this trend, the Committee has denied the request for four staff assistants to the field representatives.

The Office of Public Affairs continues to operate beyond the bounds set forth in last year's Committee report. The reduction of \$326,000 should help concentrate its activities on informing the public of important departmental programs and initiatives. The accompanying decrease in congressional and legislative affairs is directed mainly at liaison activities which the Committee considers overfunded and overstaffed. The allowance provides \$1,350,000 for public and legislative affairs.

The budget requested \$2,578,000 and 53 positions in the Office of the Assistant Secretary for Indian Affairs. The Committee considers this level excessive in view of the 48 positions authorized in the Office of the Commissioner for Indian Affairs. Management problems have plagued the Bureau of Indian Affairs for years, but the Committee is not convinced that such an extensive additional layer of administration in the Office of the Secretary is the necessary remedy. The \$1,200,000 allowance still exceeds those available to other assistant secretaries by more than \$200,000. The allocation of the Committee reduction is detailed below:

	Budget estimate	Committee recommendation
Salaries and benefits.....	\$1,655,000	\$718,000
Travel.....	320,000	207,000
Rent, communications, and utilities.....	20,000	15,000
Printing.....	25,000	20,000
Other services.....	511,000	200,000
Supplies.....	47,500	40,000

The reduction in minerals policy reflects the Department's priority for this program as indicated by recent reprogramming actions.

The Office of Hearings and Appeals greatly overestimated the increased caseload resulting from the *Pence v. Andrus* ruling. The estimate has been reduced by \$116,000 to reflect more accurately the level of work for this office.

The increase for the Office of the Inspector General will provide for an additional 50 personnel. The Committee believes the Inspector General should have maximum flexibility in the usage of funds and should be able to redirect funding as believed warranted. The Committee is concerned that top management of the Department may not be fully cooperating with the Inspector General. Responses to audit reports are delayed and corrective actions sometimes are not taken. Department procedures should be revised to assure increased responsiveness to findings and recommendation of the Inspector General.

The allowance for construction management is \$4,500,000 below the amount proposed by the House in a separate account. Differences are detailed below:

Function	House allowance	Committee recommendation	Change
Systems development.....	\$9,000,000	\$4,000,000	-\$5,000,000
Advance planning.....		500,000	+ 500,000
Administration.....	400,000	400,000	

The Committee concurs in the intent of the House to strengthen a recently established system for improving the Bureau of Indian Affairs' management of school construction projects. Most of the support to date for the Office of Construction management has been from BIA appropriations. Since its inception the office has organized and directed a costly inventory of all BIA facilities and helped develop a Committee-mandated priority system for school construction. Most of the recommended appropriation is to develop and begin implementing a management system for construction and maintenance intended to overcome the costly shortcomings of current BIA management.

The Committee is recommending a lower level of contract funding for systems development for the first year with a goal of reducing the overall costs. Meanwhile, as a result of recent disclosures of severe planning gaps, the Committee has provided \$500,000 to initiate an advance planning system at the secretarial level. Close review of BIA school project estimates is expected so that facilities can be more effectively geared to actual educational needs. Problems in this area are more fully discussed under the BIA construction account.

Expansion of this office's functions to provide planning and management review of other construction activities in the Department is

recommended to the Secretary for consideration in future budget submissions.

CONSTRUCTION MANAGEMENT

Appropriation, 1979	
Estimate, 1980	
House allowance	\$9,400,000
Committee recommendation	

The Committee does not recommend any appropriation under this account. As discussed above, a reduced allowance has been recommended instead as a new activity under the departmental management account.

SALARIES AND EXPENSES

(Special Foreign Currency Program)

Appropriation, 1979	\$1,000,000
Estimate, 1980	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.

TITLE II—RELATED AGENCIES
DEPARTMENT OF AGRICULTURE

FOREST SERVICE

FOREST RESOURCES MANAGEMENT

FOREST RESEARCH

Appropriation, 1979	\$110,947,000
Estimate, 1980	105,064,000
House allowance	109,490,000
Committee recommendation	105,414,000

The Committee recommends an appropriation of \$105,414,000, increasing the budget estimate by \$350,000 and reducing the House allowance by \$4,076,000. An allocation of \$48,669,000 is recommended for resource protection research, up \$350,000 from the budget request, and the budget estimate of \$56,745,000 is allotted to resource management research. The net increase for resource protection consists of a \$300,000 reduction in surface environment and mining research and increases of \$300,000 for forest insect and disease research and \$350,000 for renewable resources evaluation.

The Forest Service appears to have three conflicting priority systems for research funding—that presented in the President's budget, those pursued individually in the field, and finally the goals developed yearly under the Resources Planning Act (RPA). Fiscal 1980 was no exception. The Forest Service budgeted for nearly \$6,000,000 in research program reductions, including the elimination of specific 1979 congressional additions. Following that budget submission, many Members of Congress were immediately urged by concerned constituents to restore many of the budget reductions. The recommended RPA levels, meanwhile, were more than \$31,000,000 higher than the budget estimate. The Committee has been troubled for some time over these conflicts, particularly the pressure generated indirectly by Forest Service officials in the field in behalf of individual research programs.

In an effort to provide a research funding level approaching at least 80 percent of RPA goals, the House added \$4,426,000 to the forest research budget request. In view of the conflicting and confusing policies of the Forest Service—and mindful of the need to restrain Federal spending—the Committee is less inclined to be so generous. Moderate increases have been directed only at two areas with the greatest evident need. A partially offsetting reduction in mining reclamation research is aimed at phasing out this duplicative program in favor of the recently strengthened \$4,111,000 research and development effort in mined land reclamation conducted by the Bureau of Mines. Further, the Committee is honoring congressional priorities without

recommending additional appropriations for them. It is hoped this will encourage a more consistent funding policy in the future. The following program increases, therefore, are to be financed within available funds:

Forest residues reduction, Portland, Oreg.....	\$300,000
Range validation program, LaGrande, Oreg	260,000
Wood products utilization, Gulfport, Miss	50,000
Hardwoods silviculture, Sewanee, Tenn	170,000
Sand pines research, Marianna, Fla	57,000
Maintain experiment station program level, Olustee, Ga.....	77,000
Urban forestry, Athens, Ga	54,000
Renewable resource evaluation, Anchorage, Alaska.....	100,000
Southern pine beetle research, Alexandria, La	50,000
Insect control ecology, Moscow, Idaho.....	50,000
Chestnut blight research, Morgantown, W. Va.....	104,000
Urban forestry, Chicago, Ill.....	165,000

The allowance includes \$400,000 budgeted for Boundary Waters Canoe Area program implementation.

STATE AND PRIVATE FORESTRY COOPERATION

Appropriation, 1979	¹ \$80,611,000
Estimate, 1980.....	37,938,000
House allowance.....	65,964,000
Committee recommendation	58,018,000

¹ Adjusted for comparability with fiscal year 1980 appropriation structure.

The Committee recommends an appropriation of \$58,018,000, an increase of \$20,080,000 in the budget estimate and a \$7,946,000 reduction in the House allowance. Allowances are detailed below by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Insect and disease management.....	\$18,853,000	\$20,453,000	+\$1,600,000
Rural fire control		15,000,000	+15,000,000
Rural forestry assistance.....	13,565,000	13,565,000	
Management and technology assistance.....	3,770,000	3,770,000	
Firescope		1,240,000	+1,240,000
Special projects	1,750,000	4,350,000	+2,600,000
Travel.....		-360,000	-360,000

Increases recommended for cooperative protection include \$15,000,000 to continue rural fire control assistance and \$1,600,000 to maintain the noxious weed control program, in agreement with the House. The allowance for Firescope will continue this southern California program of coordinated fire control services at the fiscal 1979 level. The Committee will expect the Forest Service to require full matching funds from cooperating local governments as prescribed by the conferees on the fiscal 1979 appropriation bill.

The Committee does not concur in the \$3,623,000 House increase for urban forestry assistance. This is primarily a State and local government responsibility, and the recently funded urban recreation assistance should free up more local funding for tree inventorying, planning, and workshop activities. In this period of fiscal constraint the Committee has also deleted the House increase of \$2,675,000 for Dutch elm urban demonstration activities.

The special projects increase of \$450,000 will initiate a 4-year program with the State of Vermont to develop a model comprehensive forest resources plan. This plan and related resource assessments will demonstrate the interaction of State and Federal resource conservation and planning activities to meet local management needs.

The allowance for this account includes \$3,900,000, a budget increase of \$2,150,000, for the Boundary Waters Canoe Area.

NATIONAL FOREST SYSTEM

Appropriation, 1979	¹ \$815,308,000
Estimate, 1980	752,137,000
House allowance	847,151,000
Committee recommendation	796,824,000

¹ Adjusted for comparability with fiscal year 1980 appropriation structure.

The Committee recommends an appropriation of \$796,824,000, increasing the budget request by \$44,687,000 and reducing the House allowance by \$50,327,000. The increases are designed to maintain or to increase the fiscal 1979 program levels and to support a 12.2 billion board-foot timber sale program. The administration announced last June a policy of increased timber harvesting as a means of dampening rising lumber prices and homebuilding costs. However, in the absence of any budget request to implement such a program, the Committee had to recommend sufficient increases to meet the administration's goal. This is in general policy agreement with the House, although there is some variation in the individual allowances. Excluding the fiscal 1979 supplemental appropriation for firefighting, the Committee's recommendations in this forest system management account provide a \$40,801,000 increase over 1979 funding. Although less than the House allowance, the recommended program levels should be more than sufficient to support an effective level of forest and range resource management. Details are presented below in a comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Minerals management.....	\$15,517,000	\$15,517,000	
General land activities.....	58,280,000	58,280,000	
Resource protection and maintenance:			
Fire protection	166,257,000	153,257,000	-\$13,000,000
Fire control.....	4,275,000	4,275,000	
Cooperative law enforcement.....	6,061,000	4,568,000	-1,493,000
Road maintenance.....	67,942,000	69,742,000	+1,800,000
Trail maintenance.....	11,425,000	11,425,000	
Timber sales:			
Timber resource planning.....	9,375,000	9,375,000	
Silvicultural examination.....	20,078,000	22,278,000	+2,200,000
Sales preparation and harvest administration	131,651,000	142,781,000	+11,130,000
Reforestation and stand improvement:			
Reforestation.....	41,065,000	51,065,000	+10,000,000
Timber stand improvement.....	18,426,000	34,426,000	+16,000,000
Nurseries	9,320,000	9,520,000	+200,000
Recreation management:			
Recreation use.....	80,778,000	86,446,000	+5,668,000
Wilderness.....	8,536,000	8,618,000	+82,000
Cultural resources.....	3,100,000	3,100,000	

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Wildlife and fish management:			
Wildlife and fisheries support	\$15,981,000	\$15,981,000	
Habitat improvement	15,324,000	19,824,000	+ \$4,500,000
Range management	29,877,000	35,517,000	+ 5,640,000
Soil and water management	38,869,000	42,869,000	+ 4,000,000
Travel		-2,040,000	-2,040,000

The reduction in fire protection still provides a program level that is more than \$10,000,000 above the comparable fiscal 1979 funding base. Any greater increase should await findings of the current Forest Service cost-benefit analysis. For cooperative law enforcement the Committee has recommended only sufficient funds to maintain the current program level.

In addition to the funding increases recommended in this account for timber sales, reforestation, and stand improvement, the Committee has included supporting increases in the facilities and road construction account. Included within the increase for timber sales administration, in conformance with the House recommendation, is \$1,000,000 to continue fabrication and testing of the so-called Helistat aerial logging system. Initial funding approval came through a reprogramming of fiscal 1979 funds. With the cooperation of the Navy and the Department of Transportation, the Forest Service plans to demonstrate the commercial feasibility of this system that utilizes both helicopters and lighter-than-air balloons.

Range management program expansion funded under the Committee recommendations complement those provided for the Bureau of Land Management. In both cases, range improvement increases include expansion of wild horse and burro management.

The recommended allowances in this account include \$4,700,000 to implement the Boundary Waters Canoe Area programs authorized recently, an increase of \$1,141,000 over the budget request.

Except in cases of emergencies, the Forest Service should make a public announcement 30 days in advance of any forest road closures.

The Committee shares the concern expressed by the House Appropriations Committee over the 1,050-position ceiling reduction imposed on the Forest Service. There is no real benefit from this reduction that the Committee can discern. Unrealistically low position limitations merely force the agency to utilize so-called temporary positions on a year-round basis or turn to the more costly alternative of contracting. Position cutbacks are not confined to the Forest Service, but they create difficult and unnecessary problems when applied in a period of program expansion. The administration should provide more realistic personnel levels for fiscal 1980.

The Committee is aware of a proposal to transfer certain Forest Service land to the city and borough of Juneau, Alaska, for construction of a convention center. The arrangement includes providing the Forest Service space for a visitor information service in the convention facility. The Committee supports preparation of a plan for transferring the land, which is now a Forest Service administrative site, since it appears both the city and the Forest Service can benefit from an acceptable arrangement of this kind.

Now that roadless area review and evaluation (RARE II) has been completed, the Committee urges the Secretary to implement promptly existing management plans on roadless areas recommended for nonwilderness. The Committee does not anticipate diverting additional planning funds for further administrative review of nonselected lands for wilderness, other than those 314 areas designated for further study. It thus expects the Forest Service to proceed expeditiously with the forest plans prescribed by section 6 of the National Forest Management Act.

CONSTRUCTION AND LAND ACQUISITION

Appropriation, 1979	¹ \$502,547,000
Estimate, 1980	337,438,000
House allowance	425,823,000
Committee recommendation	409,458,000

¹ Adjusted for comparability with fiscal year 1980 appropriation structure.

The Committee recommends an appropriation of \$409,458,000, increasing the budget estimate by \$72,020,000 and reducing the House allowance by \$16,365,000. Allowances are detailed below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Facilities	\$21,132,000	\$24,881,000	+\$3,749,000
Roads and trails:			
Direct road construction	98,135,000	148,835,000	+50,700,000
Timber purchaser road construction	207,275,000	226,075,000	+18,800,000
Trail construction	8,166,000	8,166,000	
Pollution abatement	718,000		-718,000
Land acquisition	2,012,000	2,012,000	
Travel		-511,000	-511,000

The allowance for facilities includes a reduction of \$1,152,000 in savings and slippage and an increase of \$4,901,000 for the following projects:

Nursery construction	\$3,000,000
Recreation improvements, Monongahela NF, West Virginia	291,000
Lake Kincaid recreation development, Louisiana	1,510,000
Planning and design, Mt. Magazine recreation area, Arkansas	100,000

The increase for nursery construction, in support of an expanded reforestation program, includes \$300,000 for Ashe Nursery in Mississippi.

In view of heavy cost overruns on planned recreation improvements in the Angeles high country, the Committee is deferring any additional appropriations and recommends that \$1,152,000 already appropriated be used to offset fiscal 1980 increases in facility construction. The Forest Service should review its recreation development plans on a cost-benefit basis and scale down some of the more expensive projects that are no longer feasible.

Within available funds, the Forest Service should allocate \$40,000 to construct a picnic area and overlook on the Highland Scenic Highway, West Virginia.

Increases recommended in road construction are primarily in support of the 12.2 billion board-foot timber harvest program discussed earlier.

Within the direct construction program, the Forest Service should fully consider recreation access needs as well.

Elimination of pollution abatement funds is based on revised Forest Service estimates which indicate fiscal 1979 funding should be sufficient to complete required sewer and water improvements.

The allowance for this account includes \$1,891,000 budgeted for the Boundary Waters Canoe Area.

ACQUISITION OF LANDS FOR NATIONAL FORESTS, SPECIAL ACTS

Appropriation, 1979	\$385,000
Estimate, 1980	325,000
House allowance	325,000
Committee recommendation	325,000

The Committee recommends an appropriation of \$325,000, the same as the budget estimate and House allowance, for acquisition in the San Bernadino, Cleveland, Angeles, Toiyabe, Unita-Wasatch, and Cache National Forests.

ACQUISITION OF LANDS TO COMPLETE LAND EXCHANGES

Appropriation, 1979	\$239,000
Estimate, 1980	155,000
House allowance	155,000
Committee recommendation	155,000

The Committee recommends an appropriation of \$155,000, the same as the budget estimate and House allowance.

RANGELAND IMPROVEMENTS

(Special Fund, Indefinite)

Appropriation, 1979	\$5,400,000
Estimate, 1980	5,900,000
House allowance	5,900,000
Committee recommendation	5,900,000

The Committee recommends an appropriation of \$5,900,000, the same as the budget estimate and House allowance, based on estimated grazing fee revenues that are earmarked for range improvements.

CONSTRUCTION AND OPERATION OF RECREATION FACILITIES

(Indefinite, Special Fund)

Appropriation, 1979	\$3,459,000
Estimate, 1980	3,850,000
House allowance	3,850,000
Committee recommendation	3,850,000

The Committee recommends an appropriation of \$3,850,000, 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, 1979.....	\$60,000,000
Estimate, 1980.....	
House allowance.....	27,400,000
Committee recommendation.....	54,000,000

The Committee recommends an appropriation of \$54,000,000 to continue the Youth Conservation Corps, increasing the House allowance by \$26,600,000. There was no budget request for this activity in fiscal 1980.

The Committee is cognizant of the support and interest in continuation of the YCC program and has provided a level of funding consistent only \$6,000,000 below the fiscal 1979 level.

The Forest Service and the Department of the Interior should maximize participation in the Youth Conservation Corps by directing more funds to day camps which are far less costly than residential operations.

DEPARTMENT OF ENERGY

ALTERNATIVE FUELS PRODUCTION

Appropriation, 1979.....	
Estimate, 1980.....	¹ \$20,000,000,000
House allowance.....	1,500,000,000
Committee recommendation.....	18,500,000,000

¹ Budget amendment for Treasury Department investment in proposed energy security corporation (S. Doc. 96-32) not considered by House.

The Committee recommends an appropriation of \$18.5 billion which is \$1.5 billion under the budget estimate and \$17 billion above the House allowance. In addition, the Committee recommends a transfer of \$1.5 billion in prior-year appropriations from the Strategic Petroleum Reserve to make a total of \$20 billion available. Because the total funding is so large, and because the substance of pending legislation has not yet been well defined, the Committee has recommended appropriating the full \$20 billion to a special fund in the Treasury called the "Energy Security Reserve." The bill provides that appropriations in that fund shall be available only to the extent provided in advance in appropriation acts. This mechanism will enable a proper appropriations review once authorization legislation and programs have been developed and their funding needs are clearly identified.

The Committee recommends the term "alternative fuels" as more appropriate than the more common "synthetic fuels." Commercial incentives financed in this account are available for oil shale and biomass fuels as well as liquids and gases from coal and other resources. For the purpose of this account the term alternative fuels is considered to include chemical feedstocks.

The Committee believes it is in the national interest to act immediately to reduce petroleum imports. This goal may be achieved in several ways including alternative fuels production, energy conservation, renewable resource development, and increased production of domestic

oil and natural gas through enhanced recovery techniques and from new sources. The seriousness of our present dependence on imported oil requires that all of these measures be employed as rapidly and completely as is practically possible.

The Committee recognizes that Congress is still working on the development of a complete legislative authorization for this costly new program. Details have yet to be worked out on the funding sources and mechanisms and the organizational changes that might be established. However, there is little doubt that a congressional commitment exists, and the Committee believes it is essential that significant funding be made available now under limited authority so that preliminary work can begin immediately.

To date the Government has moved to develop all practical import reduction measures with the exception of an alternative fuels production capacity. Since the establishment of the Office of Coal Research in 1962, the Congress has funded an increasingly wide-ranging program for research and development of alternative fuel technologies. Seventeen years later, however, not one major project has been commercialized in the United States. This is largely because alternative fuel production is expensive and risky and because petroleum prices in particular have been regulated at an artificially low level by the crude oil entitlements program.

Despite the lack of development, adequate technology exists and several promising technological milestones can be accomplished in the next 5 years to enable the Nation to attain the Committee-endorsed daily alternative fuel production goal of 1.5 million barrels of oil equivalent by 1995.

The initial \$20 billion investment in alternative fuel production recommended by the Committee will finance a variety of commercial incentives. Of the total, \$2.208 billion is immediately available for the purposes indicated below, and the balance will remain in the energy security reserve until it is specifically made available in future appropriation acts after final program authorizations are enacted. Potentially qualified projects would be those which produce petroleum and natural gas substitutes from coal, oil shale, biomass, solid waste, or unconventional gas.

Within the amount provided, up to \$100 million is available for loans for site specific feasibility studies by potential alternative fuel producers. Such loans may not exceed \$4 million for a single site and would be repaid including an annual interest rate of 5 percent to the U.S. Treasury upon successful completion of the project. These loans may be forgiven should project construction prove unfeasible. Direct loan authority for feasibility studies is intended to stimulate construction of industrial and utility wood combustion energy systems, alcohol fuel production plants, and small industrial low and medium Btu coal gasification plants in addition to the major production projects generally considered in the context of alternative fuels.

The allowance includes \$500 million for a loan guarantee default reserve. A minimum of one-third of the total of all guarantees must be protected by this reserve.

Cooperative agreements to support construction of alternative fuels plants are funded at \$100 million. Individual agreements are limited to \$25 million in total assistance.

The Committee intends that \$22 million of this appropriation will be made available for a cooperative agreement with Great Plains Gasification Associates. These funds, together with \$3 million reprogramed in fiscal 1979, may be obligated under existing authority within the Department to insure this premier American coal gasification project proceeds on a timely schedule and that certain information gained from the enterprise will be shared with the industry.

Also, the Committee recommends that \$1.5 billion be made available for purchase agreements and price supports for alternate fuels production. This funding is to be utilized by the Secretary of Energy under authority in the Non-Nuclear Energy Research and Development Act of 1974, as amended, including expanded authorities provided in this act. The House provided the same funding level for this activity but would limit such contracts to authority granted in the Defense Production Act of 1950, as amended. This Committee believes its recommendation better facilitates the use of these funds in fiscal 1980.

The Committee has made the \$20 billion available in a separate account within the Department of Energy appropriation. These funds can be transferred to any independent energy production corporation if such an entity is created by subsequent acts of Congress. In the interim, the Committee intends that alternative fuels production incentives should be established and carried forward within the existing authorities of the Secretary of Energy and with new authority recommended in the bill, including a waiver of the \$50 million restriction on loan guarantees. A total of \$8 million is provided for the administration of this program in fiscal 1980.

No provision is made to initiate construction of Government owned facilities. The sole emphasis of this program is on stimulation of private investment for commercial development of alternative fuel production. None of the \$20 billion provided in this account shall be used to fund research, development, and demonstration projects as these will continue to be funded in their present accounts. The administration should take special care to insure that research projects as well as other commercialization efforts in the Department of Energy are well coordinated with the requirements of any independent production corporation that may be established.

FOSSIL ENERGY RESEARCH AND DEVELOPMENT

Appropriation, 1979	¹ \$659,112,000
Estimate, 1980	² 684,592,000
House allowance	699,377,000
Committee recommendation	798,302,000

¹ Adjusted for comparability with fiscal year 1980 appropriation structure.

² Includes \$9,000,000 budget amendment (S. Doc. 96-30) not considered by House.

The Committee recommends an appropriation of \$798,302,000 which is \$113,710,000 above the budget estimate and \$98,925,000 above the House allowance. The following comparative table displays recommended allowances by activity:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Mines R. & D.....	\$60,150,000	\$66,150,000	+\$6,000,000
Liquefaction.....	131,006,000	175,006,000	+44,000,000
Surface coal gasification.....	103,850,000	86,100,000	-17,750,000
In-situ coal gasification.....	9,900,000	9,900,000	
Advanced research and supporting technology.....	38,500,000	42,500,000	+4,000,000
Advanced environmental control technology.....	42,450,000	37,450,000	-5,000,000
Heat engines and heat recovery.....	45,800,000	53,675,000	+7,875,000
Combustion systems.....	57,400,000	56,600,000	-800,000
Fuel cells.....	19,500,000	28,500,000	+9,000,000
Magnetohydrodynamics.....	72,000,000	130,000,00	+58,000,000
Equipment not related to construction.....	3,000,000	3,000,000	
University coal research laboratories.....	5,000,000	5,000,000	
Petroleum.....	56,600,000	57,100,000	+500,000
Gas.....	27,310,000	35,310,000	+8,000,000
Program administration.....	12,126,000	12,011,000	-115,000

Mining research and development.—The Committee recommends a modest increase for mining research and development as detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Underground coal mining.....	\$38,000,000	\$44,000,000	+\$6,000,000
Surface coal mining.....	8,000,000	8,000,000	
Coal preparation.....	14,150,000	14,150,000	

Added funds are provided to restore underground coal mining transportation research and development to its fiscal 1979 level. Proposed dramatic increases in coal utilization due to fuel switching and synthetic fuels production necessitate prior planning and development to assure mine transportation systems are adequate and efficient. The Department's plan to delay research in this area is untimely.

The House added \$10,000,000 to develop technology that would decrease the cost of compliance with the Surface Mining Control and Reclamation Act of 1977. The fiscal 1979 appropriation provided \$7,000,000 which the Department believes is sufficient for a 2-year program. Therefore, no increase is provided for this research.

The Committee strongly supports expanded research and development needed to modernize coal industry technology and to increase the Nation's coal production capacity. Only the Department's slow rate of obligations kept the Committee from supporting other appropriation increases. The Department should make every effort to accelerate this activity and obligate funds in a more timely manner.

Liquefaction.—Recommended funding for coal liquefaction R. & D., up more than \$47,431,000 from the current program level, is detailed in the table below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Demonstration plants.....	\$31,000,000	\$36,000,000	+\$5,000,000
Direct hydrogenation.....	35,000,000	64,500,000	+29,500,000
Solvent extraction.....	30,000,000	30,000,000	
Third generation processes.....	25,000,000	25,000,000	
Support studies and engineering evaluations.....	10,006,000	19,506,000	+9,500,000

The administration had proposed the construction of two solvent refined coal demonstration plants, the first to be funded through the

fiscal 1980 appropriations process and the second to be funded later pending the passage of a windfall profits tax and creation of an energy security trust fund. The Congress clearly expressed its own support for two SRC demonstrations in the fiscal 1979 appropriation when it provided separate construction funds for each plant. Given this legislative history and the urgent national need for an alternate fuels capability, the Committee strongly opposed during the past year the administration's policy calling for design competition between SRC I (solid product) and SRC II (liquid product) demonstration plants to determine which should be funded. The administration has now reversed its position and submitted a budget amendment designed to proceed as rapidly as prudently possible with the construction of both SRC I and SRC II demonstration facilities. In support of this effort, \$14,000,000 in operating funds is provided for additional environmental analyses and tests required for the second plant. Necessary construction funds for the second plant are recommended under the fossil energy construction account.

The H-coal pilot plant has experienced schedule delays and cost overruns during its construction. The Committee recently approved the reprogramming of an additional \$12,500,000 to provide for fiscal 1979 construction requirements. Unfortunately, the administration failed to submit a budget amendment to provide for obvious additional pilot plant requirements in fiscal 1980. In the absence of timely budget support, the Committee has been forced to add \$29,500,000 to avoid a costly slowdown in the project.

In addition to the funds described above, \$7,500,000 is included within this activity for H-coal commercialization studies. This provision will encourage production of synthetic fuels from the H-coal process at the earliest possible date.

Also, \$2,000,000 has been added to the liquefaction activity for studies to determine the feasibility of using the Cresap test facility to develop indirect liquefaction processes. The Department should report on this feasibility in time for the Committee to consider fiscal 1981 appropriations for this purpose.

Surface coal gasification.—While supporting increases above the fiscal 1979 program level, the Committee has recommended a net reduction in the budget request for surface coal gasification activities as detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
High-Btu gasification		\$250,000	+\$250,000
Low-Btu gasification	\$14,500,000	17,500,000	+ 3,000,000
Special projects and support studies	15,000,000	7,000,000	− 8,000,000
Gasification demonstration plants	35,000,000	31,000,000	− 4,000,000
Technical support	12,350,000	8,350,000	− 4,000,000
Third-generation processes	27,000,000	22,000,000	− 5,000,000

The allowance provides an additional \$250,000 for preliminary evaluations related to the establishment of an entrained flow test facility on the site of the Bi-gas pilot plant.

An increase of \$3,000,000 is provided to continue testing of the low-Btu entrained bed pilot facility so that plant operations using several

different types of coal may be evaluated. This funding is in addition to \$2,300,000 provided for this purpose in a late fiscal 1979 reprogramming action.

During the past year the Department has abandoned plans to construct the Powerton combined cycle test facility and has proposed in its place a more flexible gasification systems test facility where components can be tested as modules of a larger plant complex. This approach shows promise as a means to reduce overall gasification R. & D. costs and improve program effectiveness by limiting the need for new facilities. Also, some benefit is expected to accrue from locating a single body of experts at this proposed facility to test developing gasification technologies in contrast to the present program of individual test sites with limited interaction and sense of program continuity. The Committee favors the proposed approach but recommends a reduction of \$8,000,000 in fiscal 1980 since it understands that the balance of funds available, \$3,100,000 from 1979 and \$7,000,000 in 1980, will be sufficient as a result of planning and construction delays.

An additional \$7,000,000 is provided for competitive conceptual designs of a low-Btu utility demonstration plant. A reduction of \$6,000,000 is directed for the high-Btu demonstration project, 76-1-b, since the design competition has been extended at least through the first quarter of fiscal 1980. This substantially reduces the need for construction-related operating expenses contained in the \$10,000,000 request. A related decrease in construction funding for this project is reflected in the fossil energy construction account. The Committee also agrees with the House that the small industrial low-Btu demonstration should not continue and recommends half the \$10,000,000 request to terminate this project. A reduction for this project is also indicated in the construction account.

Generic technical support for coal gasification activities has been reduced by \$4,000,000 in agreement with House redirection of this funding to coal materials handling research. The Committee has funded this latter effort under the advance research and supporting technology activity. And, the reduction of \$5,000,000 for third-generation technologies reflects a modest shift in emphasis by the Committee to nearer term efforts.

Advanced research and supporting technology.—As described previously, an additional \$4,000,000 is provided for coal materials handling research. This effort is funded here, rather than under the gasification activity as provided by the House, because these systems have broad application for coal feed requirements.

Advanced environmental control technology.—The allowance for environmental control technology, although below the budget request, provides a \$26,450,000 increase over 1979 funding. Allocations are detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Flue gas cleanup	\$25,050,000	\$20,050,000	-\$5,000,000
Gas stream cleanup	10,400,000	10,400,000	
Technology support.....	7,000,000	7,000,000	

The Committee agrees with a House reduction for development of improved large lime/limestone scrubbers. The adjusted allowance is adequate for Federal cost-shared development with the electric utility industry.

Heat engines and heat recovery.—Details of the budget estimate and Committee recommendations for research on heat engines and heat recovery techniques are presented below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Advanced power systems.....	\$24,800,000	\$24,800,000.....	
Advanced cogeneration	13,000,000	13,000,000.....	
Heat recovery component technology.....	8,000,000	15,875,000	+ \$7,875,000

The allowance will permit expanded research and development of \$4,500,000 for low grade heat recovery components and preliminary design and evaluation of heat recovery systems for DOE facilities at Portsmouth, Oak Ridge, Paducah, and Savannah River. Also, cooperative efforts should be extended with the Electric Power Research Institute to insure timely commercialization of low grade heat recovery techniques.

The balance of the increase, \$3,375,000, provides for accelerated research and development of thermionic waste heat recovery technology.

Combustion systems.—The \$56,600,000 recommendation for developing advanced coal combustion systems increases current funding by more than \$10,000. It also provides a net increase of \$2,200,000 over the House allowance. Allocations are displayed in the comparative table below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Demonstration plants.....	\$2,500,000	\$4,000,000	+ \$1,500,000
Atmospheric fluidized beds.....	25,900,000	25,900,000.....	
Pressurized fluidized beds	20,000,000	20,000,000.....	
Advanced combustion technology.....	6,500,000	4,200,000	- 2,300,000
Alternate fuel utilization.....	2,500,000	2,500,000.....	

The recommended increase of \$1,500,000 will permit a demonstration of small atmospheric fluidized bed technology. Coal utilization in small industrial boilers, less than 100,000 pounds per hour, has generally been uneconomical to date. However, advances in pilot scale facilities offer potentially improved cost and operating characteristics. The Department should select and demonstrate the most promising and innovative cost-shared project available.

Within the reduction, \$300,000 is applied to research on improved oil and gas burners. The balance eliminates funding in this account for automobile engine combustion technology which is more appropriately funded in the transportation activity of the energy conservation account.

Fuel cells.—The \$9,000,000 increase recommended for fuel cell research will provide \$4,000,000 in technical support for the 40kW fuel cell demonstration program funded in the energy conservation account and will also encourage competitive development of other onsite cogeneration fuel cell systems. The remaining \$5,000,000 is provided in agreement with the House allowance to encourage a prompt decision

whether to proceed with a cost-shared electric utility phosphoric acid fuel cell demonstration in the early 1980's.

Magnetohydrodynamics.—The \$58,000,000 increase for MHD is to accelerate work on the component development and integration facility in Montana and to expand both engineering development and supporting research. An estimated \$24,000,000 additional will go to CDIF development and operations, with \$29,000,000 allotted to engineering development and \$5,000,000 to supporting research.

University coal research laboratories.—The Committee recommends restoring the full budget estimate of \$5,000,000 for coal laboratories. In evaluating applications for these laboratories, the Department should give emphasis to sites in States with abundant coal resources.

Petroleum.—The Committee recommends a net increase of \$500,000 for the Department's petroleum programs, the details of which are provided below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Enhanced oil recovery	\$21,400,000	\$19,900,000	-\$1,500,000
Oil shale	28,200,000	28,200,000	
Drilling and offshore technology	3,000,000	3,000,000	
Advanced process technology	4,000,000	6,000,000	+2,000,000

The decrease in enhanced oil recovery reflects the elimination of the \$1,500,000 solar-assisted enhanced oil recovery project, which is no longer a departmental priority. Additional funds for advanced process technology are provided for research, development, and demonstration of novel processes for refining heavy crude and shale oil. While certain process technologies have been known for several years, development has been restrained by market limitations. The likelihood of an expanded alternative fuels production program and the rising cost of competitive fuels require that these refining processes receive greater attention.

The Committee is concerned that the Department's fiscal 1980 request for petroleum involves a 47-percent reduction from the 1979 appropriations. Financial incentives stemming from phased decontrol and other favorable regulatory actions may provide adequate stimulus for near-term enhanced oil recovery; but the administration's discussed but unseen proposal for a \$3-per-barrel shale oil tax credit remains a questionable justification for the large reduction in shale research. While the allowance basically retains the lower R. & D. budget estimate, the Committee stands ready to provide supplemental funding or a higher level of support in fiscal 1981 if the proposed financial incentives prove inadequate.

Gas.—The Committee recommends an increase of \$8,000,000 for enhanced gas recovery, \$4,000,000 of which is for resource characterization and technology improvement directed at enhanced gas recovery from eastern Devonian shales. This funding should be adequate to complete the present DOE/industry effort in fiscal 1980. The balance of the increase provides \$4,000,000 to accelerate research and development of gas production from western tight sands formations.

FOSSIL ENERGY CONSTRUCTION

Appropriation, 1979	\$99,709,000
Estimate, 1980	¹ 140,050,000
House allowance	71,250,000
Committee recommendation	105,250,000

¹ Includes \$22,000,000 budget amendment reduction (S. Doc. 96-28); and \$85,000,000 budget amendment increase (S. Doc. 96-30).

The Committee recommends an appropriation of \$105,250,000, which is \$34,800,000 below the budget estimate and \$34,000,000 above the House allowance. Specific recommendations are presented below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Solvent refined coal I demonstration plant (78-2-d)	\$40,000,000	\$40,000,000	
Solvent refined coal II demonstration plant (79-1-r)	45,000,000	40,000,000	-\$5,000,000
Low-Btu fuel gas small industrial demonstration plant (78-2-c)	10,000,000		-10,000,000
Carryover funds from project (78-2-c)		-12,000,000	-12,000,000
High-Btu synthetic pipeline gas demonstration plant (76-1-b)	55,000,000	27,000,000	-28,000,000
High-Btu synthetic pipeline gas demonstration plant (77-1-b)		2,000,000	+2,000,000
General plant projects for ERC's (79-6)	5,600,000	4,800,000	-800,000
Technology transfer building, Bartlesville ERC (80-FE-1)	3,000,000		-3,000,000
Morgantown ERC building renovation (80-FE-2)	1,750,000	1,750,000	
Program support facility, Pittsburgh ERC (80-FE-3)	1,700,000	1,700,000	
General reduction	-22,000,000		+22,000,000

As noted in the fossil energy operating account, the administration has belatedly proposed a budget amendment for construction of two solvent refined coal (SRC) demonstration plants. The Committee concludes it is prudent to fund both plants at this time but recommends a shift of \$5,000,000 from the amended budget estimate for construction of SRC-II to the fossil operating expense account to provide necessary solvent refined coal pilot plant support. This shift reflects modified project requirements which were not evident at the time the Department prepared its request.

The Committee concurs in the House reduction of \$10,000,000 in fiscal 1980 and \$12,000,000 in prior-year funding for the low-Btu fuel gas small industrial demonstration which is being terminated.

Construction delays due to the continued design competition for the first high-Btu gas demonstration permit a decrease of \$28,000,000. According to the Department this reduction will not further delay the construction schedule since project selection will not occur before December 1979 at the earliest.

An increase of \$2,000,000 is provided to continue funding of preliminary work on a second high-Btu demonstration plant.

An allowance of \$4,800,000 is recommended for general plant projects. The reduction does not affect specific projects and is applied to unspecified contingency funds.

The Committee questions the need for a new \$3,000,000 technology

transfer building at the Bartlesville Energy Research Center at a time when the center's primary mission, enhanced oil recovery, has been substantially reduced. The Committee has indicated its strong support for the enhanced oil recovery program and will reconsider construction of this building if program increases are necessary in later appropriations.

The Committee rejects the administration's last minute budget amendment to reduce prior appropriations for the low/medium Btu industrial project by \$22,000,000 to offset requested increases in another account. Funds associated with the project are to remain unchanged until the Department reports the results of its phase zero studies.

Although \$570,000 was appropriated in fiscal 1979 for preconstruction work on a coal miner training institute, the funds remain deferred pending three separate Federal studies on joint government-industry training needs. The Committee recognizes the need for assessments to fit a training program to national and regional needs, but it is concerned over continuing delays. The Department, the Bureau of Mines, and the President's Commission on Coal should expedite their studies. In view of the Nation's avowed emphasis on coal utilization, the Committee feels it reasonable to expect reports and recommendations to be available in time for action on the coal miner training program in fiscal 1980.

ENERGY PRODUCTION, DEMONSTRATION, AND DISTRIBUTION

Appropriation, 1979	\$171,763,000
Estimate, 1980	¹ 146,299,000
House allowance	125,971,000
Committee recommendation	106,971,000

¹ Includes \$22,000,000 budget amendment (S. Doc. 96-28) not considered by House.

The Committee recommends an appropriation of \$106,971,000 which is \$39,328,000 below the budget estimate and \$19,000,000 below the House allowance. Details of the recommended funding are provided below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Coal:			
Direct loans	\$22,000,000		-\$22,000,000
Utilization and supply	4,500,000	\$2,250,000	-2,250,000
Policy and evaluation studies	2,000,000	2,000,000	
Naval petroleum reserves:			
Naval petroleum reserves Nos. 1 and 2	52,911,000	52,911,000	
Naval petroleum reserve No. 3	16,089,000	16,089,000	
Shale oil development program:			
Shale reserves development program	2,000,000	6,000,000	+4,000,000
Oil shale commercialization	3,000,000	4,500,000	+1,500,000
Oil and gas development projects:			
Enhanced oil recovery	500,000		-500,000
Enhanced gas recovery	2,000,000	3,000,000	+1,000,000
Supply initiatives	500,000		-500,000
Solar:			
Federal buildings solar program	23,500,000		-23,500,000
Solar commercialization	5,000,000	9,000,000	+4,000,000
Federal leasing	2,000,000	1,000,000	-1,000,000
Program administration	10,299,000	10,221,000	-78,000

Coal.—In a late-arriving budget amendment, the administration proposed \$22,000,000 in direct loans for the Great Plains gasification project. The Committee believes this funding is more appropriately provided under the alternative fuels production account, as discussed earlier.

The other recommended reduction in coal programs is applied to coal utilization and supply activities, many of which would have duplicated or even conflicted with efforts elsewhere in the Department. Many of the commercialization studies associated with direct coal liquefaction, for example, have already been or will soon be conducted by the Fossil Energy Technology Office. Also, proposed financial analyses to promote the utilization of coal-oil mixtures seem unnecessary since major industries and utilities should be able to make their own fuel pricing comparisons based on information available from the demonstration program conducted by the Division of Fossil Energy.

More disturbing is the inconsistency in the Department's low/medium Btu coal gasification programs. During the past year the Department concluded the near-term market outlook for low/medium Btu gas was poor, and subsequently proposed rescinding \$50,000,000 in the fossil energy account for construction of a low/medium Btu fuel gas industrial demonstration. Meanwhile, the Department has requested new funding in this energy production account to commercialize low/medium Btu coal gasification projects in fiscal 1980. Given this confused situation, contract funding has been held to a minimum. The Committee expects to find these problems resolved with evidence of some specific achievements before considering funding for fiscal 1981.

Naval petroleum reserves.—The Committee recommends the full budget estimate for the naval reserves and notes that an additional \$168,000,000 from funds appropriated previously to the President are also expected to be outlaid. Total fiscal 1980 outlays are estimated at \$236,000,000 as compared with \$189,000,000 for fiscal 1979. Production from these reserves in California and Wyoming is expected to generate \$1,130,000 in revenues for the Federal Treasury during the next year alone.

Shale oil development program.—The increase recommended for shale oil development provides an additional \$4,000,000 for resource assessment of the naval shale reserves in Colorado and Utah. The expanded \$6,000,000 effort will conduct site specific hydrologic and meteorologic monitoring as well as develop certain production oriented data that can improve the value of the Federal holdings and accelerate the future production of these reserves.

The Committee believes commercial production of oil from shale is only a few years away. However, much remains to be done to evaluate and mitigate environmental and socioeconomic impacts. Coordination must also be improved among Federal, State, and local agencies responsible for licensing and permitting the projects. The balance of the increase, \$1,500,000, is recommended to augment these activities.

Oil and gas development.—Although no net change is recommended for oil and gas development projects, \$1,000,000 has been added to enhanced gas recovery to foster resolution of issues which inhibit the

use of coal bed methane. Increased emphasis should also be placed on production of gas from Devonian shales. The efforts should be closely coordinated with the technology development activities conducted by the fossil energy office. This is offset by denial of \$1,000,000 requested for enhanced oil recovery and supply initiatives. Adequate funds have been provided to other areas of the Department to accomplish the planned objectives.

Solar.—The Federal buildings solar program was initially established to demonstrate the confidence of the Federal Government in solar energy production devices by procuring and installing this equipment on Federal buildings. A total of \$45,668,000 has been appropriated for this purpose in the past 2 years. Only \$3,100,000 of this amount, however, had been obligated through this July. No new funding is recommended for this program since prior appropriations together with an additional \$198,000,000 requested by other Federal agencies for solar applications and demonstrations in fiscal 1980 and the solar tax credits established in the National Energy Conservation Policy Act of 1978 amply demonstrate Federal confidence in solar energy.

The Committee is concerned by the slow pace of this program to date and directs the General Services Administration to use a life cycle costing criterion that reflects rapidly rising oil costs in making decisions about the installation of solar systems in Federal buildings. The GSA should give special attention to insuring that new and renovated Federal buildings use solar systems wherever justified on a liberal life cycle basis.

The Committee believes that many nontechnical barriers to solar and biomass commercialization remain. The request for this area is increased by \$4,000,000. Within the total recommendation, \$6,000,000 is directed toward wood combustion which can significantly offset petroleum imports in certain regions of the Nation, especially New England. This additional funding is provided to develop common efficiency and safety standards in coordination with State, local, and industrial officials, conduct energy-oriented wood resource management efforts, disseminate information, demonstrate new technology, and test consumer products. Utility and industrial wood utilization for energy purposes may be further stimulated by the availability of feasibility study loans under the alternative fuels account elsewhere in this bill.

Federal leasing.—The Committee agrees the Department of Energy is properly charged with the policy responsibility to establish Federal energy leasing production goals. However, additional efforts to work up diligence requirements, bidding and leasing procedures can best be executed by the Department of the Interior and are funded elsewhere in the bill. Therefore, only half the \$2,000,000 budget estimate is recommended.

Also, the House added an unbudgeted \$6,000,000 for urban waste conversion projects. The Committee believes the \$10,000,000 recommended for urban waste within the conservation account is sufficient and recommends no addition here.

ENERGY CONSERVATION

Appropriation, 1979.....	¹ \$632,138,000
Estimate, 1980.....	² 766,195,000
House allowance.....	763,552,000
Committee recommendation.....	822,502,000

¹ Adjusted for comparability with fiscal year 1980 appropriations structure.

² Includes \$8,200,000 budget amendment (H. Doc. 96-178) not considered by House.

The Committee recommends an appropriation of \$822,502,000 increasing the budget estimate by \$56,307,000 and the House allowance by \$58,950,000. Details of the recommended funding are provided below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Buildings and community systems.....	\$91,800,000	\$98,750,000	+ \$6,950,000
Industrial.....	40,200,000	50,500,000	+ 10,300,000
Transportation.....	96,000,000	117,000,000	+ 21,000,000
State and local programs.....	508,275,000	376,950,000	- 131,325,000
Multisector.....	11,700,000	161,200,000	+ 149,500,000
Program administration.....	18,220,000	18,102,000	-118,000

Buildings and community systems.—Committee recommendations for conservation efforts directed toward buildings and community systems are detailed in the following table:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Building systems.....	\$17,350,000	\$17,350,000	
Community systems.....	16,550,000	16,550,000	
Urban waste.....	10,000,000	10,000,000	
Technology and consumer products.....	20,600,000	29,600,000	+ \$9,000,000
Analysis and technology transfer.....	5,400,000	5,400,000	
Appliance standards.....	6,000,000	6,000,000	
Small business.....	700,000	700,000	
Federal energy management program.....	400,000	200,000	- 200,000
Residential conservation service.....	5,600,000	4,600,000	- 1,000,000
Emergency building temperature restrictions.....	8,200,000	7,350,000	- 850,000
Capital equipment.....	1,000,000	1,000,000	

Within the area of technology and consumer products an increase of \$9,000,000 is recommended for field testing and multiple-unit demonstrations of 40kW onsite fuel cells. The Committee is not convinced at this time that the procurement of 50 units is necessary for a successful commercialization effort. The Department should stretch out the proposed 2-year demonstration program over 3 years so that refinements during the first year of operation can be incorporated into the final year of production. The need for the final units in the proposed procurement can be better judged with some operating experience.

A reduction of \$200,000 is recommended for the Federal energy management program. The Department's progress in encouraging energy conservation in Federal facilities has been disappointing. While the Committee believes that DOE is the proper organization to lead a strong Federal conservation effort, there appears to be little purpose in providing full funding when the Department is either unwilling or unable to assume this role effectively.

Subsequent to House consideration of the fiscal 1980 appropriation

for DOE, the administration submitted a budget amendment for \$8,200,000 to complete the 9-month emergency building temperature restriction program, which was activated by the President on July 11, 1979. The Committee understands this program is now scheduled to terminate in April of 1980 and that the recommended \$5,700,000 will be adequate for public education, technical assistance, and inspection activities performed by the States. The balance of the recommendation, \$1,650,000, provides for administrative and analytical requirements of the Department in carrying out this mandatory program.

Industrial.—Allocations for industrial conservation are displayed below by function:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Waste energy reduction.....	\$15,400,000	\$15,400,000.....	
Industrial process efficiency.....	10,000,000	17,300,000	+\$7,300,000
Industrial cogeneration.....	4,500,000	7,500,000	+3,000,000
Implementation and commercialization.....	9,800,000	9,800,000.....	
Capital equipment.....	500,000	500,000.....	

The recommendation for industrial process efficiency provides an additional \$5,000,000 for preliminary engineering of a formcoke production plant. Since project costs may approximate \$140,000,000, future budget requests for this project should be under a new conservation construction account. Other increases in this subactivity include \$800,000 for independent formcoke testing and \$1,500,000 for step one of the coke pellet process in support of the formcoke plant demonstration noted above.

The increase of \$3,000,000 is provided to initiate demonstrations of current bottoming cycle technology in industrial cogeneration. The Committee strongly supports industrial energy conservation efforts, and several other promising applications were considered for increased funding. The Committee feels, however, that it is prudent to defer these proposals in view of the slow pace of fiscal 1979 obligations in this program.

Transportation.—Recommended allowances for transportation energy conservation are tabulated below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Vehicle propulsion R. & D.....	\$42,000,000	\$60,000,000	+\$18,000,000
Alternative fuels utilization.....	5,200,000	8,200,000	+3,000,000
Electric/hybrid vehicle program.....	41,000,000	41,000,000.....	
Nonhighway transport systems.....	1,000,000	1,000,000.....	
New concepts/impact assessments.....	3,145,000	3,145,000.....	
Transportation utilization program.....	2,555,000	2,555,000.....	
Capital equipment.....	1,100,000	1,100,000.....	

A total of \$18,000,000 is added to vehicle propulsion research and development, \$16,000,000 of which is to permit competitive development of three advanced gas turbine engines. The balance is available for development of steam engines for vehicles.

The increase in alternative fuels utilization is to stimulate commercialization of alcohol fuels. It is intended that the \$3,000,000 addition be made available to the National Alcohol Fuels Commission to expedite its development of national policy recommendations for alcohol fuels commercialization.

State and local programs.—The Committee recommends after careful appraisal a sharp reduction in new funding for State and local conservation programs. Changes are detailed by function in the following table:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Energy policy and conservation grants.....		\$47,800,000	+ \$47,800,000
Energy conservation and production grants		10,000,000	+ 10,000,000
State energy management and planning.....	\$106,625,000		- 106,625,000
Schools and hospitals	202,500,000	102,500,000	- 100,000,000
Local government buildings.....	200,000	17,700,000	+ 17,500,000
Weatherization.....	198,950,000	198,950,000	

The largest single reduction is in the weatherization grant program. Difficulties in securing CETA or qualified volunteer labor to install weatherization materials in some parts of the country and related problems have led to a slower paced program than the Department originally anticipated. A total of \$290,250,000 has been appropriated over the last 3 years for this program, enough to weatherize approximately 753,000 homes by the Department's estimate. Through July of this year less than \$40,000,000 has been outlayed and only 174,000 homes insulated. The allowance of \$198,950,000 for the weatherization program in fiscal 1980 together with the unexpended balance from appropriations in prior years is sufficient to weatherize nearly 775,000 homes during the last 2 months of this year and through fiscal 1980. This calculation allows for a higher average per unit cost than the budget request. DOE is urged to accelerate the installation of weatherization materials as rapidly as possible.

Although the schools and hospitals program allowance is \$100,000,000 below the requested level, an additional \$100,100,000 will be available in 1980 from unobligated balances from the present fiscal year. This total of \$202,600,000 available should provide for an aggressive program in the coming fiscal year. The Committee, in not funding the schools and hospitals grant program at the requested level, does not intend for the Department of Energy to reduce the pace of funding planned for the fiscal year. Should the Department demonstrate the need for additional money for this worthwhile program, the Committee will be favorably disposed to provide additional funds in a supplemental appropriations bill.

The final reduction in State and local conservation programs, \$106,625,000, deletes a proposed consolidation of the Energy Policy and Conservation Act and the Energy Conservation and Production Act State grant programs with the Energy Extension Service to create the State energy management and planning program. Since authorizing legislation for this consolidation has not been enacted, the Committee is recommending separate funding for these programs in fiscal 1980 as detailed above. The net reduction for the consolidated program, as the Department proposed it, is \$23,825,000. In addition to the conservation initiatives which have traditionally been funded through the grant programs, the Department is directed to insure that emergency State energy contingency plans are also developed through these State grants. These contingency plans should include planning for reduced gasoline

usage for which the Department sought to reprogram funds this summer.

Multisector.—The Committee recommends several changes for multi-sector conservation activities as detailed below:

<i>Subactivity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Energy Extension Service		\$25,000,000	+\$25,000,000
Inventors program	\$3,200,000	4,200,000	+1,000,000
Energy impact assistance		120,000,000	+120,000,000
Appropriate technology	8,500,000	12,000,000	+3,500,000

The \$25,000,000 recommended for the Energy Extension Service is the amount the Department requested under the presently unauthorized State energy management and planning program. The Committee understands 7 out of the 10 States participating in the energy extension demonstration program made use of existing outreach capabilities of the Cooperative Extension Service of the U.S. Department of Agriculture. The Committee recognizes the efficiency of utilizing the existing outreach structure of the Cooperative Extension Service which operates highly effective education programs in practically every county in the United States. In expanding the energy extension program, the Committee expects the Department of Energy to encourage States to utilize to the extent possible the proven outreach and educational capabilities of the Cooperative Extension Service.

Increased grant funds for the inventors program should eliminate the backlog of worthy applications.

An additional \$3,500,000 is provided for appropriate technology grants. The request allows for only 325, or 15 percent, of the meritorious applications to be funded. This modest increase will fund the development of an additional 100 proposals.

Although the administration has proposed a \$150,000,000 energy impact assistance program under the Economic Development Administration in fiscal 1980, no legislation has been forthcoming. Accordingly, the Committee recommends \$120,000,000, the full authorization, be appropriated to the Department of Energy under section 601 of the Fuels Use Act of 1978. These funds will be administered by the Farmers Home Administration under a pass-through, as was the \$20,000,000 provided in 1979. This funding will encourage orderly development in communities which experience rapid growth due to local coal or uranium resource development.

ECONOMIC REGULATORY ADMINISTRATION

Appropriation, 1979	\$99,233,000
Estimate, 1980	¹ 183,263,000
House allowance	125,697,000
Committee recommendation	144,264,000

¹ Includes \$23,617,000 budget amendment (H. Doc. 96-178) not considered by House.

The Committee recommends an appropriation of \$144,264,000, reducing the budget estimate by \$38,999,000 and increasing the House allowance by \$18,567,000. Details of the recommended funding are presented below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Coal utilization.....	\$20,333,000	\$20,333,000.....	
Utility programs:			
Regulatory assistance.....	23,786,000	17,086,000	-\$6,700,000
Power supply and reliability.....	4,188,000	4,188,000.....	
Intervention.....	2,720,000	1,720,000	-1,000,000
Compliance:			
Major refiners.....	40,121,000	40,121,000.....	
All other.....	33,051,000	33,051,000.....	
ERA overhead support.....	3,841,000	3,841,000.....	
Regulation development.....	5,266,000	2,675,000	-2,591,000
Fuels regulation.....	9,348,000	9,348,000.....	
Emergency preparedness.....	32,600,000	3,800,000	-28,800,000
Office of Hearings and Appeals.....	5,850,000	5,942,000	+92,000
Program administration.....	2,159,000	2,159,000.....	

Utility programs.—Recommended reductions under utility regulatory assistance include \$5,000,000 in grants and technical assistance to State regulatory commissions as authorized by section 141 of the Public Utility Regulatory Policies Act of 1978 (PURPA). Although \$16,600,000 has been appropriated in the past 2 years for this program, initial grants were not scheduled until late summer of 1979. The allowance of \$5,000,000 will provide fully adequate assistance to the commissions since a total of \$21,600,000 will be available for obligation during the 14-month period of August 1979 through September 1980. The Committee further intends that an increase of \$1,000,000 be provided for grants to State consumer offices. Up to half this increase should be used to support grant applications from the fiscal 1979 solicitation that could not be approved in the past year due to insufficient funds. Funds to provide for this increase have been shifted from the Department's request for intervention activities.

The balance of the reduction, \$2,700,000, leaves \$7,300,000 for grants and technical assistance to State regulatory commissions for pilot programs to develop innovative rate structures which go beyond the requirements of section 141 of PURPA. Of these funds, \$1,000,000 is earmarked for grants to the National Regulatory Research Institute to provide technical assistance to the State regulatory commissions.

Compliance.—Full funding of the compliance budget request is to insure that audits of the 15 major refiners are completed on schedule and that other investigations of refiners and resellers are conducted in a timely manner. The Committee is particularly interested that audits of present operations be undertaken at the earliest possible date since this has been a period of steeply rising prices in which the potential for misapplication of regulations and fraud are enhanced.

Regulation development.—The reduction in regulation development is applied to contract support. The Committee agrees with the House recommendation that contracting be kept to a minimum in this sensitive function. The allowance provides for up to 20 additional staff-years in fiscal year 1980 to strengthen this activity.

Emergency preparedness.—In agreement with the House, no contingency funds are provided at this time for gasoline rationing plans within the emergency preparedness activity.

Office of Hearings and Appeals.—Appeals resulting largely from the

recent shortage of petroleum have caused nearly a twentyfold increase in the number of petitions anticipated in the original budget estimate. The Committee is disturbed that the Department has not sought reprogramming authority to expand this adjudicative function in fiscal year 1979 and notes that backlogged petitions are projected to exceed 7,000 at the end of the fiscal year. Consequently, the Committee recommends added funding in the Office of Hearings and Appeals for 109 more staff-years, double the fiscal 1979 level, to dispose of the outstanding cases as expeditiously as possible.

The Committee has adopted an amendment restricting funds available to the Department for implementing increases during fiscal year 1980 in subsidies to imports of refined petroleum products above certain specified levels unless Congress has an opportunity to review such increases under "energy action" procedures. The Committee intends that this amendment apply to commitments of entitlements by ERA for actual imports of refined petroleum products during the period October 1979 through September 1980. The Committee understands the entitlements program operates with a lag time of approximately 2 months. Thus, entitlements issued for imports of refined products which occurred in August and September of 1979 are not affected by this amendment.

STRATEGIC PETROLEUM RESERVE

Appropriation, 1979	\$3,007,071,000
Estimate, 1980	8,391,000
House allowance	8,391,000
Committee recommendation	

The Committee recommends no new budget authority for the Strategic Petroleum Reserve, a reduction of \$8,391,000 below the budget estimate and the House allowance. Further, as discussed earlier, the Committee recommends that \$1.5 billion in unneeded prior year appropriations in this account be transferred to the alternative fuels production account.

These funds are available largely because the administration refrained from purchasing oil for the reserve during the import shortfalls experienced in the spring of 1979 and because the Department was unable to maintain its original construction schedule for storage facilities. Resumption of oil fill is not anticipated until January 1980.

Present estimates by the Department are that 151 million barrels of oil will be in storage before the end of fiscal 1980. Additional obligational authority necessary to support this storage level as well as the standard 6-month prefinancing requirements for fiscal 1981 amounts to \$448 million. Since a total of \$2.3 billion has been appropriated to date for oil acquisition, \$1.9 billion is, by present estimates, not required for obligation in fiscal 1980.

In addition to these funds, some \$83 million in prior facilities acquisition and development appropriations now appear to be unnecessary in the coming fiscal year. Last fall the Department proposed a \$195 million reprogramming to initiate turnkey construction contracts for the development of storage sites. The Committee at that

time withheld approval of all funds not required prior to contract selection. Subsequently, in early September 1979, the Department announced it had withdrawn all turnkey contract solicitation.

The Committee is disappointed with facility development progress to date and with this recent interruption in the construction schedule in particular. Any more protracted delays in the facilities schedule will clearly warrant a congressional reevaluation of the entire strategic petroleum reserve plan. The Department should deliver with its 1981 budget submissions a reliable long-term site development plan for strategic petroleum reserve storage facilities.

Several variables could change the estimate noted above. Escalation in the assumed price of oil, requirements to enter longer term contracts, and more rapid storage fill rates could reduce unobligated balances. Therefore, the Committee recommends reserving a \$450 million portion of these prior year appropriations. Should assumptions change, the Department may regain access to these reserves by demonstrating the requirement and petitioning the Committees for a reprogramming. In the unlikely event that additional funds are required, the administration may seek supplemental appropriations.

Circumstances have changed substantially since the Department's original budget submission in January. Therefore, the Committee has developed a revised obligational program, geared to current needs, which is reflected in the following table:

Activity	Estimated unobligated balance available	Fiscal year 1980 obligation program		
		Budget estimate	Committee recommendation	Unobligated balance
Petroleum acquisition	\$2,324,000,000	\$889,320,000	\$448,000,000	\$1,876,000,000
Facilities	285,000,000	97,827,000	202,000,000	83,000,000
Planning.....	15,000,000	12,000,000	15,000,000	
Program direction.....		8,391,000	8,391,000	-8,391,000
Total.....	2,624,000,000	1,007,538,000	673,391,000	1,950,609,000
Transfer				-1,500,000,000
Reserve.....				450,609,000

Total fiscal 1980 outlays associated with the obligations profile indicated above are \$1.7 billion or approximately \$280 million less than the Department's original estimate.

ENERGY INFORMATION ADMINISTRATION

Appropriation, 1979	\$65,644,000
Estimate, 1980.....	88,657,000
House allowance.....	87,273,000
Committee recommendation	87,273,000

The Committee recommends an appropriation of \$87,273,000, the same as the House allowance and a reduction of \$1,384,000 in the budget estimate. Details of the recommendation are provided below:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Energy applied analysis.....	\$13,871,000	\$13,871,000.....	
Collection, production and dissemination	47,056,000	47,056,000.....	
Data validation.....	15,884,000	14,500,000	-\$1,384,000
Data information services.....	11,846,000	11,846,000.....	

The reduction in data validation provides more than twice the fiscal 1979 level for this effort. All other information programs are funded at the requested level. The necessity for comprehensive, credible, and accurate energy data is evident. This information is essential for Federal energy development and management, and the public is entitled to timely and reliable information on domestic petroleum supplies.

This funding should support presently identified needs. Revised information and data verification requirements may emerge in a report from the Department this fall. This report will also address ways to insure the credibility and accuracy of the energy data collected.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

HEALTH SERVICES ADMINISTRATION

INDIAN HEALTH SERVICES

Appropriation, 1979	\$492,193,000
Estimate, 1980.....	535,116,000
House allowance.....	541,449,000
Committee recommendation	536,580,000

The Committee recommends an appropriation of \$536,580,000, increasing the budget estimate by \$1,464,000 and reducing the House allowance by \$4,869,000. Again this year the Committee has been forced to approve funding increases simply to cover unbudgeted program requirements. However, in an effort to minimize overall spending increases the Committee has also recommended offsetting reductions in poorly justified programs of lower priority. Allowances are displayed in the following comparative table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Hospital care:			
Hospital services	\$149,076,000	\$149,076,000.....	
Otitis media	3,603,000	3,603,000.....	
Maintenance and repairs.....	8,911,000	8,911,000.....	
Contract care	104,259,000	108,100,000	+\$3,841,000
Indian health manpower.....	6,788,000	4,788,000	-2,000,000
Ambulatory care.....	94,430,000	95,518,000	+1,088,000
Preventive health:			
Sanitation	18,000,000	18,000,000.....	
Dental	15,879,000	16,026,000	+147,000
Public health nursing.....	7,769,000	7,769,000.....	
Health education	3,388,000	2,000,000	-1,388,000
Field medical services:			
Mental health	6,571,000	6,571,000.....	
Alcoholism	13,541,000	13,541,000.....	
Community health representative	38,768,000	37,768,000	-1,000,000
Urban Indians.....	7,270,000	8,000,000	+730,000
Other.....	6,581,000	6,581,000.....	

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Tribal health:			
Tribal program support.....	\$23,996,000	\$21,996,000	-\$2,000,000
Tribal contracts.....	12,498,000	12,498,000	
Tribal training.....	2,124,000	2,124,000	
Special medical programs.....	3,248,000	4,248,000	+1,000,000
Alaska leasing and communications.....	2,184,000	2,184,000	
Area office services.....	1,891,000	1,891,000	
Program expansion.....		1,646,000	+1,646,000
Program management.....	4,341,000	4,141,000	-200,000
Travel.....		-400,000	-400,000

Most of the recommended increases are simply to maintain program levels or to meet legal requirements for new services. Some reflect congressional priorities. These increases are detailed below by specific program:

Health services to recently recognized tribes.....	+ \$1,276,000
Staffing and operation of EDA-built clinics.....	+ 800,000
Unmet contract health care needs.....	+ 3,000,000
Services in new facilities.....	+ 400,000
Handicapped childrens program.....	+ 300,000
Expanded health care, Ketchikan clinic.....	+ 346,000
Colville convalescent center.....	+ 400,000
Urban Indian health cost increases.....	+ 730,000
Expanded emergency medical services.....	+ 1,000,000
Fort Yukon clinic.....	+ 200,000

The Committee has approved two increases that are allocated among several subactivities. They are \$1,276,000 to begin services to recently recognized tribes and \$800,000 to staff and operate two clinics constructed with economic development funds administered by the Commerce Department.

As discussed earlier under Bureau of Indian Affairs appropriations, the Committee cannot understand why funding required by law or by recent litigation such as services to recently recognized tribes cannot be budgeted. The Committee is agreeing with the House on this particular increase for the Pascua Yaqui of Arizona and the Ottawa, Wyandotte, Peoria, and Modoc of Oklahoma; but in the future it will require properly developed budget estimates for these requirements—estimates that have been subjected to the normal budget development and review process.

The increase for EDA-built clinics is provided for those at Sapulpa, Okla. (\$500,000), and Trenton-Williston, N. Dak. (\$300,000). As noted by the House Committee, these clinics were built with little or no consideration for operating costs, and no budget request for them was ever forthcoming. This is another situation where the Committee no longer intends to fill in for administration oversights. IHS and EDA recently signed a memorandum of understanding, at the Committee's insistence, to insure coordination in the development of Indian facilities. The Committee will expect IHS not to support any facility construction by EDA unless it intends to seek necessary operating funds and has departmental clearance to do so in advance.

The Committee has provided an increase of \$400,000, which is \$477,000 below the House, for additional staffing and services in

recently constructed hospitals—Bethel, Alaska; Red Lake, Minn.; Ada, Okla.; and Cherokee, N.C.—and at three new health clinics at Cibicue, Ariz.; Chemawa, Oreg.; and Lawrence, Kans. The Committee is aware that all the proposed positions and services are not essential to the operation of these new facilities and that unreviewed IHS estimates tend to be inflated. The reduced add-on should be sufficient for the first year, and IHS can develop budget requests for any real unmet needs in fiscal 1981.

Of the total increase recommended for contract care, \$841,000 is for recently recognized tribes and \$3,000,000 is to cover a portion of extensive unmet health care needs. This increase should go in part to high risk OB and pediatric care. The Committee also expects IHS to provide contract care increases to the Salish and Kootenai Tribes of Montana, the Ketchikan service area in Alaska, the Standing Rock Sioux of North Dakota, the Oneida Tribe of Wisconsin, and the Reno-Sparks Indian Colony in Nevada.

The Committee concurs in the House increases of \$730,000 to cover normal cost increases for urban Indian health programs; \$1,000,000 to expand emergency medical services on reservations; and \$300,000 to widen diagnostic, health, and education services for handicapped children. The current handicapped program, budgeted at \$292,000, is little more than a consulting service for the Albuquerque, N. Mex., area. Under a cooperative agreement with the Bureau of Indian Affairs, which is to provide facilities, transportation, and educational services, the program should expand to one offering short-term residential care and referral services better designed to meet the health and education needs of Indian children from all areas of the Nation.

Within available funds, IHS should provide \$70,000 to the Indian Development District of Arizona for the establishment of a training program for emergency medical personnel. This program will train IHS, BIA, and tribal employees who must deal with critical medical problems on the reservations. Also within existing funds, \$93,000 is allotted to Fort Berthold for a physician extender service.

The Committee has approved a reprogramming request from the Department making funds appropriated for the Fort MacArthur clinic available for contract health care services to Indian tribal groups in southern California. The plan to establish medical services in former military facilities at Fort MacArthur never progressed. The Committee agrees with the House that \$689,000 available in fiscal 1979 and \$873,000 budgeted for 1980 should be shifted to contract care so that Indians for whom the care was intended can benefit from the funding. The IHS should pull out of the defunct Fort MacArthur project.

The Committee also approved the reprogramming of \$941,000 in excess 1979 operating funds from Whiteriver Hospital and Espanola clinic for contract care and medical equipment, with the funding to be retained in the Phoenix and Albuquerque areas.

Additional funds provided for the Ketchikan clinic in Alaska are for expanded medical and dental services. None is intended to finance new facility lease costs which IHS apparently approved without budget clearance and without consulting the Appropriations Committees.

Funds provided for the Colville convalescent center in Washington State are for first year equipment and operating costs. The Committee has declined in the past to support funds for extended care facilities because of the need to concentrate resources on primary health care that has a much higher priority. This is the case, however, of another EDA-built facility which is now complete and standing idle for lack of any budgeted funds from IHS. The Colville convalescent center is being supported as a pilot project and is not to be considered a precedent for other tribes to seek Federal support for similar programs.

The Committee is recommending \$200,000 for start up and operation costs for the Fort Yukon clinic in Alaska constructed by the Tanana Chiefs Regional Health Corporation with State assistance. No funds were budgeted although this facility will be completed early in fiscal 1980.

Reductions totaling \$6,588,000 are recommended partially to offset the extensive increases discussed above. The decrease in Indian health manpower stems from the inability of IHS to provide specific accomplishments to date for this program although it is now entering its third year. Because of separate concerns over IHS financial management, to be discussed later, the Committee believes a review of program direction and accomplishments is in order before full funding is resumed. Within available funds, an additional \$100,000 should be allocated to the Indians in Medicine Program (INMED).

The \$1,388,000 reduction applied to community health representatives is directed at training. The allowance still provides for an increase of nearly \$5,000,000 over fiscal 1979 funding. The Committee will need recommendations from IHS on optimum levels for this rapidly growing program before approving any more substantial increases.

The Committee believes primary health care needs take priority over tribal planning and evaluation activities and has recommended a reduced level for tribal program support accordingly. While the Committee supports self-determination assistance, it cannot fully fund a poorly justified program.

The IHS is directed to provide technical assistance to the Tulalip Tribe in the State of Washington to develop a health care delivery system. The tribe is attempting to assemble a system which would eventually be self-sustaining and provide a model for other Indian tribes.

With an acknowledged facility maintenance backlog estimated at \$23,000,000, the Committee fails to understand why IHS did not request increased funding for the repair and upkeep of its buildings. In the absence of more specific information on maintenance needs, the Committee has not recommended an increase. IHS and the Department, however, should review current programs and define actual maintenance requirements so that a realistic budget request can be developed for fiscal 1981. It is shortsighted to pinch on maintenance costs since the long-run expense of major rehabilitation or replacement of facilities is much greater. The Committee will expect a progress report on the building maintenance review well in advance of the next budget submission.

Medical personnel who are serving in the National Health Service Corps to satisfy scholarship obligations and who have been assigned to the Indian Health Service currently have their salaries and benefits paid by IHS. The Committee understands the need for this arrangement and believes it should continue because of the obvious benefits to the IHS and the Indian people.

It is the intent of the Committee that patients treated at IHS facilities who are covered by health insurance may be billed for care and treatment, and IHS is authorized to collect from insurers the amount so billed. This will allow increased services for those who have no alternative source of funds.

HEALTH CARE PRIORITIES

The Committee has been troubled for some time over the lack of an adequate system to determine relative health care needs of tribal Indians throughout the Nation. Such a system is essential if health services are to be delivered to those who need them the most. Now that a priority ranking has been developed and implemented for health facilities, the Committee believes one should be established for health services as quickly as possible.

Although the provision of complete health services for all Indians and Alaska Natives is not yet attainable, the Committee is aware that some areas and groups receive better care than others. This is perhaps why there is an active interest among most Indians in securing improved medical care. Each year large numbers of Indians appear before the Committee, both as individuals and as tribal or group spokesmen, to seek additional health care funding. But currently it is difficult and often impossible for the Committee to judge where funding increases are most needed. Indeed, the Committee cannot determine with any confidence that ongoing programs uniformly address the needs of eligible native Americans.

The Committee notes the Indian Health Care Improvement Act recognized the existence of unmet health care requirements. It is also aware that IHS has initiated a new planning process based on development of tribal specific health plans which, hopefully, will better define the needs of various tribes. Every effort should be made to insure that these plans have realistic and attainable goals. The Committee expects these plans to serve as a basis for the Secretary's report to Congress as required by the health care improvement law and to be considered in the development of future IHS budget submissions.

As part of the planning process discussed above, the Committee will look forward to the establishment by IHS of a sound health services priority system. This ranking system should be a professional and reliable tool for both IHS and the Committee to use in tailoring health services program funding to fit the greatest needs first. IHS should submit the system for Committee review in time for use in the fiscal 1981 appropriations process.

FINANCIAL MANAGEMENT

In the process of conducting closer surveillance of Indian program spending, the Committee has noted with growing concern the inadequacies of Indian Health Service fiscal management practices. Recent IHS reports to the Committee on reprogramming actions, for instance, disclosed that funds were not only redirected in violation of Committee guidelines but in some instances were actually shifted between appropriation accounts. Funds available within appropriation accounts are fixed by law and cannot be transferred without an act of Congress. The fact that funds may have been unwittingly moved by IHS in violation of law is enough in itself to warrant a full investigation of the agency's fiscal controls. But other problems have surfaced. Cost estimates, both for services and facilities, often fluctuate wildly, and controls to enforce spending limitations have proved to be ineffective. Worse still, there seems to have been no real effort by the Department to audit or otherwise review IHS finances and fiscal policies.

The Committee understands both the HEW Inspector General and the General Accounting Office are gearing up to investigate financial practices and policies of IHS. It is the Committee's hope that these reviews will develop findings and recommendations that can lead to sound financial management. This information should be made available to the Committee on a timely basis so that it can help expedite needed reforms.

LOBBYING

The Committee is equally disturbed over continuing evidence of lobbying activities by the IHS. Whether planned or spontaneous, IHS personnel have helped tribes draft congressional testimony and have actively advised Indian leaders when and how to approach Congress for additional health program funding. In one instance, IHS facilities were used to transmit tribal testimony to Washington for presentation to Congress. Similar problems have existed from time to time with the Bureau of Indian Affairs. Often it is difficult if not impossible to pinpoint these practices.

Federal law (18 U.S.C. 1913) forbids lobbying at public expense, and the general provisions in the accompanying bill specifically prohibits the use of any funds for activities that tend to influence congressional action on pending legislation. Often it is admittedly difficult to distinguish between acceptable advice and assistance and improper activities that tend to influence legislation. The IHS must make every effort to define that thin line, however, and see that its personnel observe it. The Committee will expect the Indian Health Service Director to implement the necessary controls and report his progress to the Committee in conjunction with the fiscal 1981 budget hearings.

FACILITY LEASING

Although IHS officials have told the Committee there is a policy that requires advance congressional approval before any commitment is made to facility leasing, instances of just the opposite have been

reported. It appears IHS has leased facilities without specific funding approval in advance and has encouraged tribes and Alaska Native groups to build or rent facilities with the expectation of Federal lease support. The leasing of permanent facilities involves a long-term commitment of funds, and should not be approached lightly. In many instances the long-term economic advantages of leasing are highly questionable. A careful analysis of the costs of Federal leasing as opposed to Federal construction should be conducted before any commitments are made. The Committee questions whether IHS has clear legal authority to sign long-term facility leases without specific funding approval, but to remove any doubt it has recommended bill language to deal with the problem. A limitation in the bill's general provisions expressly forbids the commitment or obligation of any funds for long-term facility leasing without specific appropriations authority in advance. Actual leasing should be confined to short-term equipment or temporary facility leasing. Further, the IHS should not encourage Indians and Alaska Natives, or anyone doing business with them, to make financial commitments based on Federal lease support without specific prior approval of the Congress.

CONTRACT CARE REGULATIONS

Recently IHS adopted regulations designating the entire States of Oklahoma and Nevada as contract health care delivery areas. To date, appropriations for Indian health services have been targeted mainly to those Indians living on or near a reservation. The effect of the recent change in regulations is to make all of Oklahoma and Nevada an Indian reservation for the purposes of contract health care.

The Committee is concerned over the funding implications of these regulations and the discriminatory impact on Indians, particularly urban Indians, living in other States. There is no clue to additional costs available in the IHS budget and there was no prior consultation on this matter with the congressional Appropriations Committees.

The IHS is directed to report to the House and Senate Appropriations Committees within 60 days on the recourses available to the Indians of the various affected States and on the impact of the health care and funding commitment implicit in the current regulations.

INDIAN HEALTH FACILITIES

Appropriation, 1979	\$76,960,000
Estimate, 1980	50,240,000
House allowance	74,302,000
Committee recommendation	26,062,000

The Committee recommends an appropriation of \$26,062,000, reducing the budget estimate by \$24,178,000 and the House allowance by \$48,240,000. Because the budget request for this account was devoted entirely to sanitation facilities, the Committee had to develop, in conjunction with the House Committee, a congressional construction program for health facilities in fiscal 1980. These significant changes in the budgeted program result from recent and extensive planning and

policy reviews. They also mark an end to the Committee's 2-year moratorium on new hospital construction which was imposed to stimulate badly needed reforms in the IHS process for selecting and planning new health facilities.

The following comparative table summarizes the Committee's recommendations:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Hospitals:			
New and replacement		\$14,000,000	+\$14,000,000
Modernization and repair		3,600,000	+ 3,600,000
Outpatient facilities		7,595,000	+ 7,595,000
Sanitation facilities	\$50,240,000		- 50,240,000
Personnel quarters		6,867,000	+ 6,867,000
Construction surpluses and reprogramming		-6,000,000	- 6,000,000

In all, increases totaling \$32,062,000 are recommended for health facilities and supporting staff housing. They provide for starting construction on new and replacement hospitals, major repairs on existing facilities, equipping recently finished facilities, building new outpatient clinics, and providing quarters. Increased funding is detailed below by category and project:

Hospitals:		<i>Recommended Increase</i>
New and replacement:		
Chinle, Ariz. (new)		\$9,000,000
Tahlequah, Okla. (replacement)		3,200,000
Movable equipment (Red Lake, Ada, Cherokee)		1,800,000
Modernization and repair:		
Albuquerque, N. Mex.		1,600,000
Sitka, Alaska		2,000,000
Total, hospitals		<u>15,600,000</u>
Outpatient care facilities:		
Lodge Grass, Mont.		1,485,000
Fort Duchesne, Utah		2,220,000
Inscription House, Ariz.		3,890,000
Total, Outpatient care facilities		<u>7,585,000</u>
Personnel quarters:		
Bethel, Alaska		4,467,000
Red Lake, Minn.		2,400,000
Total, personnel quarters		<u>6,867,000</u>

The sizing and cost estimates for the recommended facilities and their priority ranking on a needs basis were developed by IHS at the insistence of the House and Senate Appropriations Committees. Both the new planning methodology and the priority system have been reviewed and approved by the Department and by the General Accounting Office—with constant prodding by both Committees. Although many more problems remain to be corrected, the Committee believes it is time to resume construction funding for these urgently needed health care facilities. It is equally important that the Congress follow not only the planning estimates but the priorities that have been developed so that the greatest needs are attended first. Thus, all but one

construction project detailed above are recommended in concert with the House Committee. The exception, renovation of Mount Edgecumbe Hospital in Sitka, reinstates budgeted funds the Committee deferred last year pending a project review.

Part of the problems that have dogged health facility construction in the past stemmed from a refusal by the Department and past administrations to permit IHS to seek needed facility funds. This, in turn, forced the Committees and the Congress to provide funding without benefit of the normal planning and budgeting reviews which all budget estimates undergo. This year—again—there was no request for facility funding, not even for the staff housing needed to put already complete facilities into operation. The Committee urges the Department in the future to support realistic budget estimates for an orderly program to provide needed facilities for Indian health care and to insist on full review of all planning, design, and construction estimates. The Department should also install a project monitoring system to avoid needless cost overruns of the kind that occurred on the Red Lake hospital project in Minnesota.

In order to launch a properly planned and targeted construction program, the Committee is also recommending that \$6,000,000 in unobligated planning and construction funds from prior years be shifted to the new projects detailed above. This will offset part of the total cost and avoid planning for projects that do not have the relative need to qualify for immediate funding. This reprogramming includes planning funds previously appropriated for facilities at Winslow, Ariz.; Shiprock, N. Mex.; Harlem and Browning, Mont.; and Sisseton, Rosebud, and Pine Ridge, S. Dak.

The Committee is aware of the disappointment many tribes will experience because of the shift in project planning money. With the installation of a stable priority system, however, false starts and uncertainty will be avoided in the future. Within existing fiscal constraints, the Committee will continue to support maximum funding for new and improved health facilities so that identified needs can be met as quickly as possible and deferred projects can be funded without unwarranted delays.

The Committee commends the GAO for its energy and dedication in helping develop remedies for IHS construction program shortcomings. It was the GAO that first pinpointed the serious hospital planning deficiencies, and GAO personnel worked closely with the House and Senate Committees in securing from IHS and the Department the needed reforms. As a result, the Indian people will receive more health facilities, and they will be facilities better suited to their needs.

Unfortunately, the construction planning and management reforms are not yet complete. The Committee has received from IHS the required reports on priority rankings and on controls to prevent cost overruns, but development of a health facilities master plan for the Navajo Reservation is not yet complete. Further, differences persist over the proper sizing of the Tahlequah Hospital, and the GAO reports other planning revisions are not yet entirely responsive to Committee directives. Also, the development of more complete data may require

some priority revisions. Until these deficiencies are cleared up, the Committee must continue its moratorium on new planning funds.

The Committee also shares the concern of the House Committee over the apparent inability of IHS to produce reliable project cost estimates. The Department's cooperation in providing a competent, professional review system for planning, design, and construction estimates—and in assuring compliance with sizing and cost limitations—is essential to the maintenance of an effective construction program. As discussed earlier, the Committee is recommending a specific limitation on IHS leasing of new facilities without prior congressional consent.

The following is a summary of Committee project recommendations:

Hospitals.—Priority No. 1: The allowance recommended for the Chinle Hospital is for phase 2 construction of a 60-bed facility with 107,000 gross square feet of floorspace. Total cost is estimated at \$15,700,000 with \$3,650,000 appropriated in prior years.

Priority No. 2: For the Tahlequah Hospital, the allowance is for first-year construction costs of a 60-bed, 146,000 gross square foot facility. Total estimated cost is \$18,993,000, with \$550,000 in previously appropriated planning funds now released. Up to \$40,000 is available for land acquisition.

Priority No. 3: Initial expansion and modernization and provision of a new ambulatory care center is included in the allowance for the Albuquerque Medical Center.

An appropriation of \$2,000,000 is recommended to begin major rehabilitation of the Mount Edgecumbe Hospital in Alaska. In effect, this reinstates the \$1,900,000 budget request the Committee deferred in fiscal 1979 while the Sitka community determined what kind of hospital would be financed through a bond election. It now appears the community facility will not be built or will be too small for IHS requirements. The Committee will expect IHS to budget for the balance of improvement costs at Mount Edgecumbe.

The allowances for additional equipment at Red Lake, Ada, and Cherokee hospitals are based on estimates provided by IHS at the Committee's request. The funding is specifically limited to necessary equipment, and if a departmental review determines that the funding is excess to these needs it should submit recommendations to the Committee for alternative uses.

Outpatient facilities.—Funding recommended for the Lodge Grass, Fort Duchesne, and Inscription House health facilities reflects priorities 1 through 3 respectively. The Committee will expect the Department to budget for their operating needs promptly as soon as construction is complete.

Housing.—The provision of \$6,867,000 for staff housing at Bethel and Red Lake is based on stated operating needs for these newly-completed hospitals. However, the Committee remains unsure of the adequacy of cost estimates and, in the case of Red Lake, the actual housing need. The Department should carefully review both questions and report to the Committee on any revisions that might be advisable.

In the case of Bethel housing, the Committee evaluated two separate IHS reports on the economies of direct construction and leasing

alternatives. Because of the wide variation in cost estimates and the inability of IHS to endorse either position, the Committee has agreed to the House allowance for direct construction, at least for the first housing units on land already owned by the Government. However, the Committee must insist that IHS, with departmental assistance and review, develop firm estimates for both construction and leasing for the balance of this costly project. An analysis of these estimates, and the Department's final recommendation, should be included in the fiscal 1981 budget request.

The Committee is approving a reprogramming of \$1,750,000 for the design and construction of 20 units of staff quarters at the Chinle, Ariz., health facility from funds appropriated for first phase construction of the hospital. These quarters will be used by construction workers until the hospital is completed, at which time the units will house the medical staff. Housing is necessary for both the construction workers and the hospital staff because of the remote location of Chinle.

Sanitation facilities.—As noted earlier, the only facilities budget request was for \$50,240,000 in sanitation improvements. And yet the backlog in unobligated construction funds for this work is in excess of \$100,000,000. Some of the unused funding dates back to 1971. Accordingly, the Committee is denying any new sanitation facilities funding and joins the House in asking for a GAO review of this program's management.

Within total funding now available for sanitation facilities, the Committee directs that \$4,000,000 be made available, under authority of the Indian Health Care Improvement Act, for the design and initial construction of a rural water distribution system for the Turtle Mountain Indian Reservation, N. Dak. Total estimated cost of this project is \$6,000,000. When design is complete, the Committee will expect the Department to review final IHS cost estimates and budget for the balance of required funding in fiscal 1981.

Testimony taken by the Committee during its extensive hearings for non-Governmental witnesses raised the likelihood that many pressing tribal water and sanitation needs, both for individual homes and for community systems, are going unattended. In addition to strengthening the management of this program, the IHS and the Department should develop a sound priority system for the use of future appropriations provided for sanitation facilities.

The Alaska Native Medical Center in Anchorage, Alaska, is scheduled by IHS for replacement because of its age and its location on a site subject to landslides. In this connection, the Committee understands there is an opportunity to purchase the neighboring Alaska Hospital and Medical Center at a price substantially below the estimated cost of building a new IHS facility, and the Committee believes the advantages of a purchase should be explored through preliminary purchase negotiations.

Within available funds, up to \$200,000 is included for the IHS to undertake a feasibility study to determine: (1) if the Alaska Hospital would meet current and projected health care requirements of the beneficiary population; (2) what alterations might be required and their

estimated cost; (3) the impact of removing the Alaska Hospital from the private sector and recommendations for a transition period; (4) a detailed analysis of the costs to the Government of a direct purchase of the facility compared to a long-term lease from a Native corporation or corporations; (5) recommended uses of the IHS facility. This study is to be available to the Committee prior to next year's budget hearings for the Indian Health Service.

OFFICE OF EDUCATION

INDIAN EDUCATION

Appropriation, 1979	\$71,735,000
Estimate, 1980	76,875,000
House allowance	75,875,000
Committee recommendation	75,900,000

The Committee recommends an appropriation of \$75,900,000, a decrease of \$975,000 below the budget estimate and \$25,000 above the House allowance. The recommendation is detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Part A—Entitlement	\$52,000,000	\$52,000,000	
Part B—Special projects for children	16,500,000	15,600,000	-\$900,000
Part C—Special projects for adults	5,930,000	5,830,000	-100,000
Administration	2,445,000	2,470,000	+25,000

Changes in the budget estimate include a \$1,000,000 reduction in the \$2,000,000 request for the resources and evaluation centers. This brings down the cost of each center from \$500,000 to \$400,000 and eliminates a sixth center, in agreement with the House. The budgeted cost for these centers appeared excessive and there was no adequate justification for a sixth center. The five centers should be located in areas of major Indian populations so that they can serve the largest number of programs.

The Committee is recommending an additional \$25,000 for the National Advisory Council on Indian Education. This will bring the Council's fiscal 1980 budget to \$200,000. The Council was established to evaluate the Office of Indian Education programs, but it has come to the attention of the Committee that OIE has not been overly cooperative in providing the Council with necessary program information. This situation should be corrected immediately.

OFFICE OF THE ASSISTANT SECRETARY FOR EDUCATION

INSTITUTE OF MUSEUM SERVICES

Appropriation, 1979	\$7,852,000
Estimate, 1980	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 the House allowance. The recommended allowance includes \$10,400,000 for grants to museums and \$500,000 for administrative expenses.

NAVAJO AND HOPI RELOCATION COMMISSION

SALARIES AND EXPENSES

Appropriation, 1979.....	\$8,752,000
Estimate, 1980.....	950,000
House allowance.....	950,000
Committee recommendation	950,000

The Committee recommends an appropriation of \$950,000 in agreement with the budget estimate and the House allowance. Although the Commission requested no appropriation in fiscal 1980 for assistance or relocation payments, sufficient funds should remain available from prior-year appropriations to meet the costs of families expected to relocate in fiscal 1980. As a result of judicial action and continuing litigation vacating the partition line between the tribes, the Commission has been unable to relocate as many families as originally planned.

The Committee has received testimony concerning the failure of other Indian service agencies to respond to the needs of the relocated families for provision of social and health services. Both the Bureau of Indian Affairs and the Indian Health Service have the responsibility to provide these services, and the Committee expects both agencies to work closely with the Relocation Commission to ease the plight of the uprooted families.

The Commission is authorized to expend not to exceed \$500,000 per annum of those funds appropriated pursuant to section 25(a)(1) of Public Law 93-531 for purposes of implementing section 205 of Public Law 91-646, the Uniform Relocation Assistance and Real Properties Acquisition Policies Act of 1970, and for purposes of implementing the participation of relocatees in the relocation planning process.

The Secretary of the Interior provides administrative support to the Relocation Commission. This support should be sufficient to enable the Commission to carry out its functions in a fiscally responsible manner. Problems have arisen, however, concerning a reported overobligation of Commission administrative funds. The Commission and the Office of the Secretary should resolve this difficulty quickly, and the Committee will expect a report on the outcome by December.

SMITHSONIAN INSTITUTION

SALARIES AND EXPENSES

Appropriation, 1979.....	\$98,202,000
Estimate, 1980.....	104,740,000
House allowance.....	103,498,000
Committee recommendation	102,710,000

The Committee recommends an appropriation of \$102,710,000, a reduction of \$2,030,000 below the budget estimate and \$788,000 below the House allowance. Allowances are detailed by activity in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Science.....	\$38,773,000	\$38,339,000	-\$434,000
History and art.....	17,494,000	17,157,000	-337,000
Public service.....	2,223,000	2,211,000	-12,000
Museum programs.....	8,287,000	8,262,000	-25,000
Special programs.....	2,287,000	1,830,000	-457,000
Administration.....	7,724,000	7,656,000	-68,000
Support activities.....	27,952,000	27,502,000	-450,000
Administrative travel reduction.....		-25,000	-25,000
Pay cost reduction.....		-186,000	-186,000
Within-grade increases.....		-36,000	-36,000

The science program allowance deletes \$250,000 for purchase of storage drawers for the museum support center which will not be completed until 1982. The Committee has not included the House increase of \$65,000 for National Zoological Park salaries.

The Committee recommends restoring \$233,000 of the \$417,000 House reduction in Smithsonian Tropical Research Institute funding, providing \$22,000 for fence construction, \$98,000 for two game wardens, \$81,000 for increased utility costs, and \$32,000 for two positions to provide administrative services previously supplied by the Panama Canal Company. The House questioned Smithsonian authority to administer a conservation area formerly protected by the canal company. While congressional action was not complete on the canal treaty implementing legislation during Committee consideration of this request, it is clear the approved treaty does vest custodianship of this nature monument with the Smithsonian Tropical Research Institute beginning October 1, 1979. The Committee believes funding should be available for this responsibility. The expanded preserve, which affords a buffer for the existing tropical research area at Barro Colorado Island, needs immediate fencing and other protection measures. However, the Committee has not approved a Smithsonian request to reprogram \$22,000 in fiscal 1979 operating funds for this work. These funds lapse before the new custodianship begins.

The Committee concurs in the following House reductions: \$6,000 for clerical assistance for the Joseph Henry papers; \$25,000 for museum programs; and \$68,000 in administration. A reduction of \$206,000 and four positions for collections management programs for the National Museum of History and Technology is recommended.

The Committee is not recommending the \$25,000 House increase for the Anacostia Neighborhood Museum. The museum has already planned its 1980 program and has evidenced no need for additional funds. Full funding is recommended for the American Folklife Festival, restoring the House cut of \$50,000. A \$125,000 reduction recommended for the Museum of African Art reflects the reduced operating allowance of \$200,000 approved in the fiscal 1979 supplemental.

In agreement with the House, the Committee is recommending a decrease of \$457,000 in the research awards program. Stimulating research through grants to scientists is an important program which should enjoy full support from the Smithsonian's unrestricted trust funds.

The reduction in support activities consists of decreases of \$200,000

for the Office of Protection Services and \$250,000 in the Office of Plant Services. This will still leave these offices with substantial increases over 1979 levels.

MUSEUM PROGRAMS AND RELATED RESEARCH

(Special Foreign Currency Program)

Appropriation, 1979	\$3,700,000
Estimate, 1980	7,700,000
House allowance	3,700,000
Committee recommendation	4,700,000

The Committee recommends an appropriation of \$4,700,000, a reduction of \$3,000,000 under the budget estimate and an increase of \$1,000,000 in the House allowance, for grants to U.S. institutions for field research in countries where excess foreign currencies are available. The Smithsonian originally requested \$4,000,000 for participation in the Moenjodaro Pakistan archeological site. Since necessary agreements were not finalized, the Smithsonian proposed instead to establish a \$4,000,000 reserve for the American Institute of Indian Studies. Although the House did not accept this alternative, the Committee recommends restoring \$1,000,000 as a first installment for the Indian studies reserve. This will insure that excess rupees are set aside for future study projects while still available. No outlays are involved in the reserve funding. The Smithsonian should budget for any additional reserves that might be justified in the future.

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

Appropriation, 1979	\$3,900,000
Estimate, 1980	6,550,000
House allowance	6,500,000
Committee recommendation	6,000,000

The Committee recommends an appropriation of \$6,000,000, a decrease of \$550,000 from the budget estimate and \$500,000 below the House allowance. The Committee has eliminated \$250,000 requested to finish design of a Rock Creek parking facility. Although the project has been trimmed, its estimated \$21,000,000 cost still seems excessive. The Smithsonian should undertake further reductions in the scope of the project and report to the Committee on the result. An allowance of \$850,000 recommended for the Front Royal Conservation and Research Center eliminates funds for the design of a visitor education center. A general reduction of \$250,000 in Front Royal improvements is also recommended.

RESTORATION AND RENOVATION OF BUILDINGS

Appropriation, 1979	\$2,100,000
Estimate, 1980	4,900,000
House allowance	5,250,000
Committee recommendation	5,150,000

The Committee recommends an appropriation of \$5,150,000, an increase of \$250,000 over the budget estimate and a \$100,000 decrease

under the House allowance. The budget increase reinstates part of the renovation funding that was dropped from the recent fiscal 1979 supplemental appropriation for the newly acquired Museum of African Art. Funding for major improvements in the museum buildings has been deferred pending a determination on a permanent location for the museum.

CONSTRUCTION

Appropriation, 1979	\$575,000
Estimate, 1980	21,100,000
House allowance	20,600,000
Committee recommendation	10,850,000

The Committee recommends an appropriation of \$10,850,000, a decrease of \$10,850,000 under the budget estimate and \$9,750,000 below the House allowance.

The Smithsonian testified that it could obligate only \$10,600,000 for constructing a museum support center in Silver Hill, Md., during fiscal 1980. The balance of \$10,000,000 should be budgeted for fiscal 1981.

An allowance of \$250,000 is recommended for initial design of the so-called South Quadrangle development on the mall. This restores half the \$500,000 request that was deleted by the House. The development, adjacent to the castle building on Independence Avenue, would house an oriental arts center, possibly the Museum of African Art, and other facilities. Current cost estimates range from \$50,000,000 to \$60,000,000, but only \$500,000 for design has been authorized. The Committee agrees with the House that more precise planning, including proposals for non-Federal financing, needs to be accomplished before a Federal commitment is made. The \$250,000 allowance should enable the Smithsonian to offer firm proposals for Committee consideration in the fiscal 1981 budget.

NATIONAL GALLERY OF ART

SALARIES AND EXPENSES

Appropriation, 1979	\$19,041,000
Estimate, 1980	22,577,000
House allowance	22,311,000
Committee recommendation	21,978,000

The Committee recommends an appropriation of \$21,978,000, a reduction of \$599,000 from the budget estimate and \$333,000 below the House allowance.

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
Care and utilization of art collection	\$7,329,000	\$6,798,000	-\$531,000
Operation and maintenance of buildings and grounds	8,897,000	8,829,000	-68,000
Protection of buildings, grounds, and contents	4,309,000	4,309,000	
General administration	2,042,000	2,042,000	

Recommended reductions consist of \$263,000 in special exhibitions, \$70,000 for the international repertory of current literature of art, \$77,000 in pay costs, \$76,000 from basic support activities, \$45,000 from program support, and \$68,000 in supplies and services.

The decrease in special exhibitions will maintain the 1979 level of Federal funding. The Committee continues to be concerned over increasing reliance on Federal funds for these exhibitions and encourages the gallery to restore the traditional emphasis on private support.

The Committee has not approved the request to initiate direct Federal support for the international repertory. This service is currently located in Massachusetts and funded by grants from both private and Federal sources. The Committee believes the implications of long-term, direct Federal support should be thoroughly reviewed before any commitment is recommended.

WOODROW WILSON INTERNATIONAL CENTER FOR SCHOLARS

SALARIES AND EXPENSES

Appropriation, 1979.....	\$1,588,000
Estimate, 1980.....	1,648,000
House allowance.....	1,611,000
Committee recommendation	2,611,000

The Committee recommends an appropriation of \$2,611,000, an increase of \$963,000 in the budget estimate and \$1,000,000 in the House allowance. The Committee has deleted \$30,000 for planning another site for the Center. The present location in the Smithsonian castle building should be adequate. A reduction of \$7,000 in pay costs is also recommended.

The Committee is recommending a one-time increase of \$1,000,000 for the Hubert H. Humphrey Fellowship in social and political thought. The money will create a trust fund in the Treasury, the annual earnings of which would provide for the expenses of the program. Because the authorization for this program expired in fiscal 1979, the Committee has included bill language providing the necessary authority for the fellowship appropriation.

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES

SALARIES AND EXPENSES

Appropriation, 1979.....	\$220,816,000
Estimate, 1980.....	218,600,000
House allowance.....	220,700,000
Committee recommendation	218,400,000

The Committee recommends an appropriation of \$218,400,000, a reduction of \$200,000 below the budget estimate and \$2,300,000 below the House allowance. Recommended reductions in regular grants for the National Endowment for the Humanities are more than offset by an increased level of matching grants provided in the following account. The following comparative table displays the principal funding allocations for the two endowments:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
National Endowment for the Arts:			
Regular program grants	\$97,000,000	\$97,000,000	
Administration.....	10,500,000	12,000,000	+ \$1,500,000
Total.....	107,500,000	109,000,000	+ 1,500,000
National Endowment for the Humanities:			
Regular program grants	100,300,000	98,900,000	-1,400,000
Administration.....	10,800,000	10,500,000	- 300,000
Total.....	111,100,000	109,400,000	-1,700,000

National Endowment for the Arts.—The Committee is in agreement with House changes in the budget request for the arts endowment that provide a sharp increase in administrative expenses, mainly to improve the grants review process. The increase has been offset by a like reduction in the matching grants account.

National Endowment for the Humanities.—The recommended reduction in regular humanities grants deleted the requested increase for research and maintains the 1979 funding level. The Committee has approved budgeted increases in State programs and grants to museums, historical organizations, and public libraries. These were offset in part by budgeted reductions in the cultural institutions activity.

As with the arts endowment, the Committee has recommended a slight reduction in the administrative expenses increase, maintaining the 1979 level. The House proposed a \$600,000 increase in the administrative budget request.

MATCHING GRANTS

Appropriation, 1979	\$74,000,000
Estimate, 1980.....	85,900,000
House allowance.....	83,800,000
Committee recommendation	83,800,000

The Committee recommends an appropriation of \$83,800,999, the same as the House allowance and a decrease of \$2,100,000 below the budget estimate. The recommended level will provide \$53,900,000 for the challenge grant program and \$29,900,000 for matching grants as detailed in the following table:

<i>Activity</i>	<i>Budget estimate</i>	<i>Committee recommendation</i>	<i>Change</i>
National Endowment for the Arts:			
Challenge grants	\$26,900,000	\$26,900,000	
Matching grants.....	20,000,000	18,500,000	- \$1,500,000
Total.....	46,900,000	45,400,000	- 1,500,000
National Endowment for the Humanities:			
Challenge grants	27,000,000	27,000,000	
Matching grants.....	12,000,000	11,400,000	- 600,000
Total.....	39,000,000	38,400,000	- 600,000

The recommended allowances provides the endowments a \$9,800,000

increase in matching and challenge grants over fiscal 1979 funding. Both endowments should continue to strive for the elimination of any overlap in jurisdiction and grant support. The Committee also urges the endowments to confine their grants to programs and organizations whose purposes are closely identified with the arts and humanities. Support for general operations and programing, such as those for public television stations, should be left to those Federal programs specifically established for such purposes. A special effort should be made to insure that museum grants are directed at distinct arts and humanities programs and not those supported by the National Institute of Museum Services.

COMMISSION OF FINE ARTS

SALARIES AND EXPENSES

Appropriation, 1979.....	\$263,000
Estimate, 1980.....	271,000
House allowance.....	268,000
Committee recommendation	268,000

The Committee recommends an appropriation of \$268,000, the same as the House allowance and a reduction of \$3,000 below the budget estimate. The reduction is applied to pay and personnel costs.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

SALARIES AND EXPENSES

Appropriation, 1979.....	\$1,204,000
Estimate, 1980.....	1,672,000
House allowance.....	1,350,000
Committee recommendation	1,460,000

The Committee recommends an appropriation of \$1,460,000, a decrease of \$212,000 under the budget estimate and an increase of \$110,000 over the House allowance.

The reduction includes \$25,000 and one position; \$30,000 for the water resources program and \$7,000 in pay costs. The Committee understands that the Advisory Council is in the process of reorganizing its staff to make it more efficient and responsive and has restored three positions deleted by the House. This funds the same personnel level as fiscal 1979. The allowance for the Council's water resources program restores one-half the House reduction. Further, none of the \$150,000 budgeted for initial costs of moving to the Old Post Office Building is recommended because the building will not be ready for occupancy until 1981.

NATIONAL CAPITAL PLANNING COMMISSION

SALARIES AND EXPENSES

Appropriation, 1979.....	\$2,019,000
Estimate, 1980.....	2,193,000
House allowance.....	1,975,000
Committee recommendation	1,975,000

The Committee recommends an appropriation of \$1,975,000 in agreement with the House, a decrease of \$218,000 under the budget estimate. The reduction consists of \$200,000 for costs associated with the Commission's proposed move to the Old Post Office Building which will not be ready for occupancy until 1981 or 1982, and \$18,000 for pay and personnel costs.

FRANKLIN DELANO ROOSEVELT MEMORIAL COMMISSION

SALARIES AND EXPENSES

Appropriation, 1979	\$20,000
Estimate, 1980	10,000
House allowance	40,000
Committee recommendation	40,000

The Committee recommends an appropriation of \$40,000, the same as the House allowance and an increase of \$30,000 over the budget estimate. The budget increase is to cover a shortfall in anticipated carryover funds.

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

SALARIES AND EXPENSES

Appropriation, 1979	\$1,659,000
Estimate, 1980	1,856,000
House allowance	1,811,000
Committee recommendation	1,856,000

The Committee recommends an appropriation of \$1,856,000, the same as the budget estimate and an increase of \$45,000 over the House allowance. Restoration of the House decrease will allow the Corporation to fill two of the nine additional positions recently authorized. Additional unbudgeted positions may be funded by reprogramming following Committee guidelines.

LAND ACQUISITION AND DEVELOPMENT

(Borrowing Authority)

Appropriation, 1979	\$33,000,000
Estimate, 1980	17,000,000
House allowance	17,000,000
Committee recommendation	17,000,000

The Committee recommends an appropriation of \$17,000,000 in borrowing authority, the same as the budget estimate and the House allowance, for acquisition of land and structures in advancement of the development plan.

PUBLIC DEVELOPMENT

Appropriation, 1979	\$30,255,000
Estimate, 1980	20,110,000
House allowance	20,110,000
Committee recommendation	20,110,000

The Committee recommends an appropriation of \$20,110,000, the same as the budget estimate and the House allowance, for public development activities of the Corporation. This allowance includes \$8,910,000 for public improvements, \$1,500,000 for historic preservation, \$2,450,000 for relocation assistance, and \$7,250,000 for development rights, demolition, parks, and open spaces, a new program in fiscal 1980.

FEDERAL INSPECTOR FOR THE ALASKA GAS PIPELINE

Appropriation, 1979	
Estimate, 1980	¹ \$14,850,000
House allowance	
Committee recommendation.....	13,433,000

¹ Budget amendment (H. Doc. 96-164) not considered by House.

The Committee recommends an appropriation of \$13,433,000 for the Office of the Federal Inspector for the Alaska Gas Pipeline, which is \$1,417,000 below the budget estimate. This request arrived too late for House consideration.

The Office of the Federal Inspector was established this spring to monitor and facilitate the more than 5,000 permits and licenses necessary for the construction of the Alaska natural gas pipeline. The agency also has direct responsibility for enforcing the terms of all Federal regulations related to the pipeline.

The budget estimate appears overly optimistic about the rate at which technical, financial, and legal positions can be filled. Accordingly, the request for personnel and consultant compensation has been reduced by \$470,000 to \$2,900,000. For related reasons the travel estimate is reduced by \$197,000.

Contract estimates presently are not well defined and consequently have been reduced by \$750,000. Since the timing of these obligations is largely dependent on gas pipeline progress and regulatory decisions, the Committee recommends the allowance of \$4,473,000 in contract funds be available through September 30, 1981.

The Committee understands an additional \$150,000 will be available to the Office of the Federal Inspector in the form of a no-year contract funds transferred from the Department of Transportation.

The Committee notes with concern the regulatory delays associated with the Alaska gas pipeline project. Although Congress ratified the President's designation of a system for transporting Alaska natural gas in November 1977, a number of critical regulatory decisions have not yet been issued. This is contrary to the clear intent of Congress as expressed in the Alaska Natural Gas Transportation Act of 1976, that relevant Federal agencies give priority to the processing of necessary authorizations for this project. There have been delays in finalizing the right-of-way stipulations required for the project and a failure to take all steps possible at this time to determine the precise location of the project's right-of-way across Federal lands in Alaska. In view of the critical importance of making these natural gas supplies available to help alleviate the critical energy shortage facing our country, the Committee directs both the Federal Inspector and the Department of Interior to resolve all outstanding regulatory decisions associated with this project as quickly as possible.

TITLE III—GENERAL PROVISIONS

The Committee is recommending language in the accompanying bill that exempts Alaska from certain restrictions imposed by the Export Administration Act (Public Law 96-482). The act restricts exports of red cedar from the United States, a policy that would create unintended economic hardships in Alaska, where exports provide the only viable market for red cedar. Nothing in the provision is intended to diminish in any way the regulations and policies established by the National Forest Management Act of 1976.

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 "Heritage Conservation and Recreation Service: Land and Water Conservation Fund" on page 8:

; and (6) not to exceed \$12,000,000 shall be available for land acquisition at Pinelands National Reserve only in accordance with the authorization and matching requirements of section 502 of Public Law 95-625.

Under "United States Fish and Wildlife Service: Construction and Anadromous Fish" on page 11:

: Provided, That \$4,712,000 shall become available only upon enactment of S. 838 or similar legislation.

Under "National Park Service: Operation of the National Park System" on page 14:

: Provided further, That \$105,000 shall be available for the National Park Service to assist the Town of Harpers Ferry, West Virginia, for police force use.

Under "Geological Survey: Exploration of National Petroleum Reserve in Alaska" on page 17:

: Provided, That \$141,500,000 provided for evaluation and assessment of the reserve shall be available only for closing out Federal exploration activities if legislation is enacted during the first session of the 96th Congress authorizing private exploration activities.

Under "Office of Territorial Affairs" on page 28:

*PAYMENTS TO THE UNITED STATES TERRITORIES,
FISCAL ASSISTANCE*

There is hereby appropriated for the fiscal year 1980 and for each fiscal year thereafter, such sums as are authorized to be remitted to the Territories of Guam and the Virgin Islands under sections 1(c) and 4(c)(2) of Public Law 95-348, 92 Stat. 487.

Under "Forest Service: Administrative Provisions, Forest Service" on page 37:

Any appropriations or funds available to the Forest Service may be advanced to the National Forest System limitation for the emergency rehabilitation of burned over lands under its jurisdiction.

Under "Department of Energy" on page 37, line 20:

ALTERNATIVE FUELS PRODUCTION

For the establishment in the Treasury of the United States of a special fund to be designated the "Energy Security Reserve", \$20,000,000,000, of which \$1,500,000,000 shall be derived by transfer from the "Strategic petroleum reserve" account, to remain available until expended: Provided, That these funds shall be available for obligation only to stimulate commercial production of alternative fuels and only to the extent provided in advance in appropriations Acts; Provided further, That \$1,500,000,000 shall be available immediately to the Secretary of Energy for expenses necessary to carry out the provisions of the Federal Non-Nuclear Energy Research and Development Act of 1974, as amended (42 U.S.C. 5901, et seq.), to remain available until expended, for the purchase or production by way of purchase commitments or price guarantees of alternative fuels; Provided further, That the Secretary is authorized to contract for purchases of or commitments to purchase or to resell alternative fuels to the extent of appropriations provided herein: Provided further, That an additional \$708,000,000 shall be available immediately to the Secretary of Energy, to remain available until expended, to support preliminary alternative fuels commercialization activities, of which (1) not to exceed \$100,000,000 shall be available for direct loans for project development feasibility studies, such individual loans not to exceed \$4,000,000: Provided, That the Secretary may waive repayment of such loans where studies determine that project proposals have no economic or technical feasibility; (2) not to exceed \$100,000,000 shall be available for cooperative agreements with non-Federal entities, such individual agreements not to exceed \$25,000,000 to support commercial-scale development of alternative fuels projects; (3) not to exceed

\$500,000,000 shall be available for a reserve to cover any defaults from loan guarantees issued to finance the construction of alternative fuels production facilities as authorized by the Federal Non-Nuclear Energy Research and Development Act of 1974, as amended: Provided, That the indebtedness guaranteed or committed to be guaranteed under this appropriation shall not exceed the aggregate of \$1,500,000,000; and (4) not to exceed \$8,000,000 shall be available for program management.

This Act shall be deemed to satisfy the requirements for Congressional approval of sections 7(c) and 19 of said Act with respect to any purchase commitment, price guarantee, or loan guarantee for which funds appropriated hereby are utilized or obligated.

For the purpose of this appropriation the term "alternative fuels" means gaseous, liquid, or solid fuels and chemical feedstocks derived from coal, shale, tar sands, lignite, peat, biomass, solid waste, unconventional natural gas, and other minerals or organic materials other than crude oil or any derivative thereof.

Within 60 days following enactment of this Act, the Secretary of Energy in his sole discretion shall establish and publish final criteria for loans described in this account.

Under "Energy Conservation" on page 42:

: Provided further, That \$3,000,000 shall be available to the National Alcohol Fuels Commission.

Under "Salaries and Expenses, Woodrow Wilson International Center for Scholars" on page 50:

, of which \$1,000,000 shall be available to carry out Public Law 95-286.

Under "General Provisions" on page 55:

None of the funds appropriated under this Act shall be available to implement any amendment to, or provision of, the regulation under section 4(a) of the Emergency Petroleum Allocation Act of 1973 providing for an increase in any month in the ratio of the number of entitlements issued any firm with respect to any imported refined petroleum product to the number of barrels of such product imported by such firm in such month,

(a) in the case of residual fuel oil, above 0.3; and

(b) in the case of any other refined petroleum product, above the ratio in effect on April 30, 1979

unless the President has transmitted such amendment or provision to the Congress as an "energy action" under section 551 of the Energy Policy and Conservation Act (Public Law 94-163) and neither House of Congress has disapproved (or both Houses have approved) such request in accordance with the procedures specified in such section 551 of such Act.

On page 57:

Sec. 307. Notwithstanding the provisions of any other law, appropriations in this Act or any other Act may be used to contract with private firms to provide plant care or watering services except for indoor office plants.

On page 57:

Sec. 308. Notwithstanding the provisions of any other law, red cedar may be exported from the State of Alaska, and no funds appropriated in this or any other Act shall be available to restrict such exports from the State of Alaska.

17101	State	2,000,000	2,000,000
17102	County	1,000,000	1,000,000
17103	City	500,000	500,000
17104	Indian	500,000	500,000
17105	Trust	100,000	100,000
17106	Other	500,000	500,000
17107	State	100,000	100,000
17108	County	50,000	50,000
17109	City	25,000	25,000
17110	Indian	25,000	25,000
17111	Trust	50,000	50,000
17112	Other	100,000	100,000
17113	State	100,000	100,000
17114	County	50,000	50,000
17115	City	25,000	25,000
17116	Indian	25,000	25,000
17117	Trust	50,000	50,000
17118	Other	100,000	100,000
17119	State	100,000	100,000
17120	County	50,000	50,000
17121	City	25,000	25,000
17122	Indian	25,000	25,000
17123	Trust	50,000	50,000
17124	Other	100,000	100,000
17125	State	100,000	100,000
17126	County	50,000	50,000
17127	City	25,000	25,000
17128	Indian	25,000	25,000
17129	Trust	50,000	50,000
17130	Other	100,000	100,000
17131	State	100,000	100,000
17132	County	50,000	50,000
17133	City	25,000	25,000
17134	Indian	25,000	25,000
17135	Trust	50,000	50,000
17136	Other	100,000	100,000
17137	State	100,000	100,000
17138	County	50,000	50,000
17139	City	25,000	25,000
17140	Indian	25,000	25,000
17141	Trust	50,000	50,000
17142	Other	100,000	100,000
17143	State	100,000	100,000
17144	County	50,000	50,000
17145	City	25,000	25,000
17146	Indian	25,000	25,000
17147	Trust	50,000	50,000
17148	Other	100,000	100,000
17149	State	100,000	100,000
17150	County	50,000	50,000
17151	City	25,000	25,000
17152	Indian	25,000	25,000
17153	Trust	50,000	50,000
17154	Other	100,000	100,000
17155	State	100,000	100,000
17156	County	50,000	50,000
17157	City	25,000	25,000
17158	Indian	25,000	25,000
17159	Trust	50,000	50,000
17160	Other	100,000	100,000
17161	State	100,000	100,000
17162	County	50,000	50,000
17163	City	25,000	25,000
17164	Indian	25,000	25,000
17165	Trust	50,000	50,000
17166	Other	100,000	100,000
17167	State	100,000	100,000
17168	County	50,000	50,000
17169	City	25,000	25,000
17170	Indian	25,000	25,000
17171	Trust	50,000	50,000
17172	Other	100,000	100,000
17173	State	100,000	100,000
17174	County	50,000	50,000
17175	City	25,000	25,000
17176	Indian	25,000	25,000
17177	Trust	50,000	50,000
17178	Other	100,000	100,000
17179	State	100,000	100,000
17180	County	50,000	50,000
17181	City	25,000	25,000
17182	Indian	25,000	25,000
17183	Trust	50,000	50,000
17184	Other	100,000	100,000
17185	State	100,000	100,000
17186	County	50,000	50,000
17187	City	25,000	25,000
17188	Indian	25,000	25,000
17189	Trust	50,000	50,000
17190	Other	100,000	100,000
17191	State	100,000	100,000
17192	County	50,000	50,000
17193	City	25,000	25,000
17194	Indian	25,000	25,000
17195	Trust	50,000	50,000
17196	Other	100,000	100,000
17197	State	100,000	100,000
17198	County	50,000	50,000
17199	City	25,000	25,000
17200	Indian	25,000	25,000
17201	Trust	50,000	50,000
17202	Other	100,000	100,000
17203	State	100,000	100,000
17204	County	50,000	50,000
17205	City	25,000	25,000
17206	Indian	25,000	25,000
17207	Trust	50,000	50,000
17208	Other	100,000	100,000
17209	State	100,000	100,000
17210	County	50,000	50,000
17211	City	25,000	25,000
17212	Indian	25,000	25,000
17213	Trust	50,000	50,000
17214	Other	100,000	100,000
17215	State	100,000	100,000
17216	County	50,000	50,000
17217	City	25,000	25,000
17218	Indian	25,000	25,000
17219	Trust	50,000	50,000
17220	Other	100,000	100,000

Total by the Congressional Budget Office pursuant to section 2502 of the Act

17221	State	100,000	100,000
17222	County	50,000	50,000
17223	City	25,000	25,000
17224	Indian	25,000	25,000
17225	Trust	50,000	50,000
17226	Other	100,000	100,000
17227	State	100,000	100,000
17228	County	50,000	50,000
17229	City	25,000	25,000
17230	Indian	25,000	25,000
17231	Trust	50,000	50,000
17232	Other	100,000	100,000
17233	State	100,000	100,000
17234	County	50,000	50,000
17235	City	25,000	25,000
17236	Indian	25,000	25,000
17237	Trust	50,000	50,000
17238	Other	100,000	100,000
17239	State	100,000	100,000
17240	County	50,000	50,000
17241	City	25,000	25,000
17242	Indian	25,000	25,000
17243	Trust	50,000	50,000
17244	Other	100,000	100,000
17245	State	100,000	100,000
17246	County	50,000	50,000
17247	City	25,000	25,000
17248	Indian	25,000	25,000
17249	Trust	50,000	50,000
17250	Other	100,000	100,000

BUDGETARY IMPACT OF H.R. 4930¹

[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 1980:				
SUBCOMMITTEE ON THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES.....	⁴ 30,500	27,356	⁴ 9,800	² 10,171
II. Summary of functional category of 1980 budget amounts recommended in the bill:				
270—Energy.....		20,754		² 3,931
300—Natural Resources and Environment.....		4,297		² 3,964
450—Community and Regional Development.....		637		² 579
500—Education, Training, Employment, and Social Services...		798		² 780
550—Health.....		563		² 599
800—General Government.....		200		² 210
850—General Purpose Fiscal Assistance.....		108		108
III. Financial assistance to State and local governments for 1980 in the bill.....		1,498		482
IV. Projections of outlays associated with budget authority recommended in the bill:				
1980.....				³ 5,005
1981.....				2,681
1982.....				1,062
1983.....				264
1984.....				18,344
Future year.....				

¹ Prepared by the Congressional Budget Office pursuant to sec. 308(a), Public Law 93-344.

² Includes outlays from prior-year budget authority.

³ Excludes outlays from prior-year budget authority.

⁴ Tentative allocation from the fiscal year 1980 second budget resolution as passed by the Senate.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AUTHORITY FOR 1979 AND THE BUDGET ESTIMATES FOR 1980

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	1979 appropriation ¹	Budget estimate, 1980	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE ²			
Payments to State and local governments:			
Payments to States (proceeds of sales).....	\$579,000	\$607,000	+ \$28,000
Payments to States from grazing receipts, public lands	3,035,000	3,608,000	+ 573,000
Coos Bay Wagon Road grant lands, payments to Coos Bay and Douglas Counties, Oreg., in lieu of taxes.....	2,500,000	2,800,000	+ 300,000
Oregon and California grant lands, payment to counties	100,000,000	110,000,000	+ 10,000,000
Mineral leasing, payment to States	202,043,000	238,579,000	+ 36,536,000
Payment to counties, national grass- lands, Bureau of Land Manage- ment.....	441,000	454,000	+ 13,000
Payment to counties under national wildlife refuge fund	3,000,000	2,600,000	- 400,000
Educational expenses, children of employees, Yellowstone National Park.....	410,000	410,000.....	
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	
Payment to the Virgin Islands, fiscal assistance, territorial affairs	24,000,000	24,000,000.....	
Internal Revenue collections for Vir- gin Islands, territorial affairs	24,000,000.....		- 24,000,000
Total, payments to State and local governments.....	360,233,000	383,283,000	+ 23,050,000
Receipts applied to operations:			
Leasing of grazing lands	2,000	2,000	
Expenses, road maintenance de- posits.....	2,000,000	2,000,000	
Migratory bird conservation fund.....	12,000,000	18,000,000	+ 6,000,000
Expenses, incident to sale of ref- uge products.....	1,100,000	1,100,000	
Proceeds from sales, water re- sources development projects .	55,000	55,000	
Operations and maintenance revenue, Indian irrigation systems.....	9,000,000	9,000,000	

See footnotes at end of table.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AUTHORITY FOR 1979 AND THE BUDGET ESTIMATES FOR 1980—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	1979 appropriation ¹	Budget estimate, 1980	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE ² —Con.			
Payments to State and local govern- ments—Continued			
Receipts applied to operations—Con.			
Power revenues, Indian irriga- tion projects	\$8,000,000	\$8,000,000	
Total, receipts applied to oper- ations.....	32,157,000	38,157,000	+ \$6,000,000
Mixed receipts:			
Federal aid in fish restoration man- agement:			
Payments to States.....	26,370,000	27,800,000	+ 1,430,000
Applied to operations	2,100,000	2,200,000	+ 100,000
Federal aid in wildlife restoration:			
Payments to States.....	80,219,000	81,600,000	+ 1,381,000
Applied to operations	5,800,000	6,100,000	+ 300,000
Total, mixed receipts.....	114,489,000	117,700,000	+ 3,211,000
Contract authority:			
Land and water conservation fund, Bureau of Outdoor Recreation	30,000,000	(³)	- 30,000,000
Total, Department of the Inte- rior	536,879,000	539,140,000	+ 2,261,000
DEPARTMENT OF AGRICULTURE—FOREST SERVICE			
Payments to States and local governments (indefinite):			
Payments to States, National Forest Fund (25 percent fund)	238,863,000	281,586,000	+ 42,723,000
Payment to Minnesota (Cook, Lake, and St. Louis Counties)	262,000	262,000	
Payments to counties, national grass- lands.....	1,258,000	1,300,000	+ 42,000
Payments to school funds, Arizona and New Mexico	210,000	310,000	+ 100,000
Total, payments to States and local governments.....	240,593,000	283,458,000	+ 42,865,000
Receipts applied to operations:			
Expenses, brush disposal (indefi- nite)	36,902,000	40,509,000	+ 3,607,000
Roads and trails for States (10 percent fund) (indefinite).....	72,537,000	94,865,000	+ 22,328,000

See footnotes at end of table.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AUTHORITY FOR 1979 AND THE BUDGET ESTIMATES FOR 1980—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	1979 appropriation ¹	Budget estimate, 1980	Increase (+) or decrease (-)
DEPARTMENT OF AGRICULTURE—FOREST SERVICE—Con.			
Receipts applied to operations—Con.			
Licensee programs (Smokey Bear- Woodsy Owl) (indefinite)	\$165,000	\$300,000	+ \$135,000
Restoration of forest lands and im- provements (indefinite)	50,000	50,000	.....
Timber purchaser roads constructed by Forest Service (indefinite)	15,000,000	15,000,000	.....
Timber salvage sales.....	14,228,000	11,000,000	- 3,228,000
Total, receipts applied to opera- tions	138,882,000	161,724,000	+ 22,842,000
Total, Department of Agriculture- Forest Service	379,475,000	445,182,000	+ 65,707,000
DEPARTMENT OF THE TREASURY			
Payments to U.S, territories, fiscal assistance	240,000,000	240,000,000	.....
Total, new budget (obligational) authority, Federal Funds	1,156,354,000	1,224,322,000	+ 67,968,000

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—TRUST FUNDS

Item	1979 appropriation ¹	Budget estimate, 1980	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE²			
Land and resource management.....	\$599,000	\$599,000	.....
Trustee funds, Alaska townsites, Bureau of Land Management.....	1,000	1,000	.....
Donations, Heritage Conservation and Recreation Service.....	264,000	264,000	.....
Contributed funds, Fish and Wildlife Service	3,000,000	3,400,000	+ \$400,000
Donations, National Park Service	2,074,000	2,074,000	.....
Birthplace of Abraham Lincoln, preserva- tion of, National Park Service	1,000	1,000	.....
Jefferson National expansion Memorial contributions.....	125,000	125,000	.....
Contributed funds, Bureau of Mines	800,000	800,000	.....
Indian moneys, proceeds of labor, agen- cies, schools, etc	6,400,000	6,600,000	+ 200,000

See footnotes at end of table.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL)
AUTHORITY FOR 1979 AND THE BUDGET ESTIMATES FOR 1980—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	1979 appropriation ¹	Budget estimate, 1980	Increase (+) or decrease (-)
DEPARTMENT OF THE INTERIOR—INDEFINITE ² —Con.			
Funds contributed for Indian projects	\$397,000	\$397,000	
Bequest of George C. Edgeter, relief of indigent Indians.....	2,000	2,000	
Miscellaneous trust funds of Indian tribes ⁴	274,901,000	274,901,000	
Total, Department of the Interior ..	288,564,000	289,164,000	+ \$600,000
DEPARTMENT OF AGRICULTURE—FOREST SERVICE			
Cooperative work (indefinite).....	105,002,000	96,609,000	- 8,393,000
OTHER AGENCIES—INDEFINITE			
Contributed funds, Department of Energy.....	20,000	20,000	
National Foundation on the Arts and the Humanities:			
Gifts and donations (humanities).....	9,500,000	12,000,000	+ 2,500,000
Smithsonian Institution:			
Canal Zone biological area fund	70,000	70,000	
Joint Federal-State Land Use Planning Commission for Alaska: Cooperative funds	431,000		- 431,000
Contributions, Indian Health Facilities	4,016,000	4,000,000	- 16,000
Total, other agencies	14,037,000	16,090,000	+ 2,053,000
Total, permanent new budget (obligational) authority, trust funds	407,603,000	401,863,000	- 5,740,000

1 Some amounts are estimated and therefore subject to change.

2 Exclusive of Bureau of Reclamation (which will be considered in connection with the Energy and Water Development appropriation bill).

3 Excludes \$30,000,000 proposed legislation to rescind contract authority.

4 Annual appropriation language required..

STATEMENT OF THE BUDGET (CONTINUED)
 AND A STATEMENT OF THE REVENUES

1968

Item	1968	1967
TITLE I - DEPARTMENT OF THE INTERIOR		
LAND AND WATER RESOURCES		
Survey of Land Resources		
Acquisition of lands and resources	1,000,000	1,000,000
Acquisition, construction, and maintenance of buildings in line of survey	1,000,000	1,000,000
Organization of surveys	1,000,000	1,000,000
Range improvements (including acquisition of ranges)	1,000,000	1,000,000
Recreation development and operation of recreation facilities (including special facilities)	1,000,000	1,000,000
Recreation charges, deposits, and facilities (including special facilities)	1,000,000	1,000,000
Miscellaneous trust funds (including special facilities)	1,000,000	1,000,000
Total, Bureau of Land Management	10,000,000	10,000,000
Office of Water Research and Technology		
Salaries and expenses	1,000,000	1,000,000
Total, Land and Water Resources	11,000,000	11,000,000
FISH AND WILDLIFE AND WATER		
Salvage Operations and Restoration Service		
Salaries and expenses	1,000,000	1,000,000
Equipment and supplies	1,000,000	1,000,000
Land and water conservation and reclamation	1,000,000	1,000,000
Recreation and development	1,000,000	1,000,000
Total, Salvage Operations and Restoration Service	4,000,000	4,000,000
United States Fish and Wildlife Service		
Salaries and expenses	1,000,000	1,000,000
Equipment and supplies	1,000,000	1,000,000
Land and water conservation and reclamation	1,000,000	1,000,000
Recreation and development	1,000,000	1,000,000
Total, United States Fish and Wildlife Service	4,000,000	4,000,000
National Park Service		
Salaries and expenses	1,000,000	1,000,000
Equipment and supplies	1,000,000	1,000,000
Land and water conservation and reclamation	1,000,000	1,000,000
Recreation and development	1,000,000	1,000,000
Total, National Park Service	4,000,000	4,000,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
TITLE I - DEPARTMENT OF THE INTERIOR		
LAND AND WATER RESOURCES		
Bureau of Land Management		
Management of lands and resources.....	342,756,000	296,231,000
Acquisition, construction, and maintenance.....	19,011,000	16,343,000
Payments in lieu of taxes.....	105,000,000	108,000,000
Oregon and California grant lands (indefinite, appropriation of receipts).....	55,000,000	55,000,000
Range improvements (indefinite, appropriation of receipts).....	8,665,000	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).....	13,750,000	13,750,000
Miscellaneous trust funds (indefinite).....	100,000	100,000
Total, Bureau of Land Management.....	544,582,000	500,624,000
Office of Water Research and Technology		
Salaries and expenses.....	28,357,000	30,739,000
Total, Land and Water Resources.....	572,939,000	531,363,000
FISH AND WILDLIFE AND PARKS		
Heritage Conservation and Recreation Service		
Salaries and expenses.....	15,174,000	14,954,000
Urban park and recreation fund.....	20,000,000	150,000,000
Land and Water Conservation Fund (indefinite).....	737,025,000	598,000,000
Pinelands National Reserve.....	---	12,000,000
Historic preservation fund.....	60,000,000	45,000,000
Total, Heritage Conservation and Recreation Service.....	832,199,000	819,954,000
United States Fish and Wildlife Service		
Resource management.....	200,439,000	208,055,000
Construction and anadromous fish.....	97,856,000	47,574,000
Migratory bird conservation account (definite, repayable advance).....	10,000,000	10,000,000
Development and operation of recreation facilities (indefinite, special fund).....	150,000	200,000
Total, United States Fish and Wildlife Service..	308,445,000	265,829,000
National Park Service		
Operation of the national park system.....	387,806,000	394,177,000
Construction.....	118,488,000	87,718,000
Planning, development, and operation of recreation facilities (indefinite, special fund).....	15,478,000	28,465,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
THE BILL FOR FISCAL YEAR 1980

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
295,361,000	295,836,000	-46,920,000	-395,000	+475,000
16,343,000	16,343,000	-2,668,000	---	---
108,000,000	108,000,000	+3,000,000	---	---
55,000,000	55,000,000	---	---	---
10,900,000	10,900,000	+2,235,000	---	---
300,000	300,000	---	---	---
13,750,000	13,750,000	---	---	---
100,000	100,000	---	---	---
499,754,000	500,229,000	-44,353,000	-395,000	+475,000
30,977,000	30,522,000	+2,165,000	-217,000	-455,000
530,731,000	530,751,000	-42,188,000	-612,000	+20,000
15,656,000	15,289,000	+115,000	+335,000	-367,000
125,000,000	125,000,000	+105,000,000	-25,000,000	---
447,059,000	554,175,000	-182,850,000	-43,825,000	+107,116,000
12,000,000	---	---	-12,000,000	-12,000,000
50,000,000	67,500,000	+7,500,000	+22,500,000	+17,500,000
649,715,000	761,964,000	-70,235,000	-57,990,000	+112,249,000
207,055,000	205,421,000	+4,982,000	-2,634,000	-1,634,000
56,327,000	56,945,000	-40,911,000	+9,371,000	+618,000
15,000,000	8,400,000	-1,600,000	-1,600,000	-6,600,000
200,000	200,000	+50,000	---	---
278,582,000	270,966,000	-37,479,000	+5,137,000	-7,616,000
383,512,000	380,244,000	-7,562,000	-13,933,000	-3,268,000
97,144,000	119,938,000	+1,450,000	+32,220,000	+22,794,000
15,781,000	16,217,000	+739,000	-12,248,000	+436,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
John F. Kennedy Center for the Performing Arts.....	4,055,000	4,287,000
Total, National Park Service.....	525,827,000	514,647,000
Total, Fish and Wildlife and Parks.....	1,666,471,000	1,600,430,000
ENERGY AND MINERALS		
Geological Survey		
Surveys, investigations, and research.....	418,606,000	459,321,000
Exploration of national petroleum reserve in Alaska...	231,048,000	4,427,000
Total, Geological Survey.....	649,654,000	463,748,000
Bureau of Mines		
Mines and minerals.....	148,507,000	135,194,000
Helium fund (permanent contract authority).....	---	(47,500,000)
Total, Bureau of Mines.....	148,507,000	135,194,000
Office of Surface Mining Reclamation and Enforcement		
Regulation and technology.....	53,944,000	81,320,000
Abandoned mine reclamation fund (definite, trust fund)	61,451,000	113,916,000
Total, Office of Surface Mining Reclamation and Enforcement.....	115,395,000	195,236,000
Total, Energy and Minerals.....	913,556,000	794,178,000
INDIAN AFFAIRS		
Bureau of Indian Affairs		
Operation of Indian Programs.....	792,052,000	792,020,000
Construction.....	126,554,000	67,721,000
Road construction.....	79,253,000	58,379,000
Alaska native fund.....	30,000,000	30,000,000
Trust funds (definite).....	3,000,000	3,000,000
Trust funds (indefinite).....	23,000,000	23,000,000
Eastern Indian Land Claims Fund.....	3,500,000	---
Salt River Pima-Maricopa settlement.....	---	---
Total, Bureau of Indian Affairs.....	1,057,359,000	974,120,000
TERRITORIAL AFFAIRS		
Office of Territorial Affairs		
Administration of territories.....	55,410,000	46,804,000
Trust Territory of the Pacific Islands.....	114,706,000	99,010,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1980—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
3,875,000	4,030,000	-25,000	-257,000	+155,000
500,312,000	520,429,000	-5,398,000	+5,782,000	+20,117,000
1,428,609,000	1,553,359,000	-113,112,000	-47,071,000	+124,750,000
448,290,000	450,805,000	+32,199,000	-8,516,000	+2,515,000
145,927,000	175,627,000	-55,421,000	+171,200,000	+29,700,000
594,217,000	626,432,000	-23,222,000	+162,684,000	+32,215,000
134,883,000	131,603,000	-16,904,000	-3,591,000	-3,280,000
---	---	---	(-47,500,000)	---
134,883,000	131,603,000	-16,904,000	-3,591,000	-3,280,000
85,520,000	82,625,000	+28,681,000	+1,305,000	-2,895,000
111,416,000	94,916,000	+33,465,000	-19,000,000	-16,500,000
196,936,000	177,541,000	+62,146,000	-17,695,000	-19,395,000
926,036,000	935,576,000	+22,020,000	+141,398,000	+9,540,000
792,753,000	770,835,000	-21,217,000	-21,185,000	-21,918,000
83,395,000	66,874,000	-59,680,000	-847,000	-16,521,000
60,379,000	46,479,000	-32,774,000	-11,900,000	-13,900,000
30,000,000	30,000,000	---	---	---
3,000,000	3,000,000	---	---	---
23,000,000	23,000,000	---	---	---
---	---	-3,500,000	---	---
3,917,000	3,917,000	+3,917,000	+3,917,000	---
996,444,000	944,105,000	-113,254,000	-30,015,000	-52,339,000
84,161,000	63,061,000	+7,651,000	+16,257,000	-21,100,000
112,760,000	105,799,000	-8,907,000	+6,789,000	-6,961,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
Micronesian Claims Fund, Trust Territory of the Pacific Islands.....	12,600,000	---
Total, Office of Territorial Affairs.....	182,716,000	145,814,000
SECRETARIAL OFFICES		
Office of the Solicitor		
Salaries and expenses.....	15,085,000	15,860,000
Office of the Secretary		
Departmental Management.....	43,100,000	48,761,000
Construction management.....	---	---
Salaries and expenses (special foreign currency program).....	1,000,000	1,000,000
Total, Office of the Secretary.....	44,100,000	49,761,000
Total, Secretarial Offices.....	59,185,000	65,621,000
Total, title I, new budget (obligational) authority, Department of the Interior.....	4,452,226,000	4,111,526,000
Consisting of:		
Appropriations.....	4,452,226,000	4,111,526,000
Definite appropriations.....	3,598,758,000	3,369,811,000
Indefinite appropriations.....	853,468,000	729,715,000
Permanent contract authority.....	---	(47,500,000)
TITLE II - RELATED AGENCIES		
DEPARTMENT OF AGRICULTURE		
Forest Service		
Forest Resources management		
Forest research.....	110,947,000	105,064,000
State and private forestry.....	80,611,000	37,938,000
National forest system.....	815,308,000	752,137,000
Total, Forest management, protection and utilization.....	1,006,866,000	895,139,000
Construction and land acquisition.....	430,010,000	337,438,000
Youth conservation corps.....	60,000,000	---
Timber Salvage Sales.....	3,000,000	---
Acquisition of lands for national forests:		
Special acts (special fund, indefinite).....	385,000	325,000
Acquisition of lands to complete land exchanges (special fund, indefinite).....	239,000	155,000
Rangeland improvements (special fund, indefinite).....	5,400,000	5,900,000
Construction and operation of recreation facilities (indefinite, special fund).....	3,459,000	3,850,000
Rights of way (indefinite).....	100,000	---
Total, Forest Service.....	1,509,459,000	1,242,807,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1980—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
---	---	-12,600,000	---	---
196,921,000	168,860,000	-13,856,000	+23,046,000	-28,061,000
15,500,000	15,741,000	+656,000	-119,000	+241,000
45,760,000	45,144,000	+2,044,000	-3,617,000	-616,000
9,400,000	---	---	---	-9,400,000
1,000,000	1,000,000	---	---	---
56,160,000	46,144,000	+2,044,000	-3,617,000	-10,016,000
71,660,000	61,885,000	+2,700,000	-3,736,000	-9,775,000
4,150,401,000	4,194,536,000	-257,690,000	+83,010,000	+44,135,000
4,150,401,000	4,194,536,000	-257,690,000	+83,010,000	+44,135,000
3,572,311,000	3,520,894,000	-77,864,000	+151,083,000	-51,417,000
566,090,000	673,642,000	-179,826,000	-56,073,000	+107,552,000
---	---	---	(-47,500,000)	---
109,490,000	105,414,000	-5,533,000	+350,000	-4,076,000
65,964,000	58,018,000	-22,593,000	+20,080,000	-7,946,000
847,151,000	796,824,000	-18,484,000	+44,687,000	-50,327,000
1,022,605,000	960,256,000	-46,610,000	+65,117,000	-62,349,000
425,823,000	409,458,000	-20,552,000	+72,020,000	-16,365,000
27,400,000	54,000,000	-6,000,000	+54,000,000	+26,600,000
---	---	-3,000,000	---	---
325,000	325,000	-60,000	---	---
155,000	155,000	-84,000	---	---
5,900,000	5,900,000	+500,000	---	---
3,850,000	3,850,000	+391,000	---	---
---	---	-100,000	---	---
1,486,058,000	1,433,944,000	-75,515,000	+191,137,000	-52,114,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
DEPARTMENT OF ENERGY		
Alternative fuels production.....	---	20,000,000,000
By transfer.....	---	---
Fossil energy research and development.....	659,112,000	684,592,000
Fossil energy construction.....	99,709,000	140,050,000
Energy production, demonstration, and distribution....	171,763,000	146,299,000
Energy conservation.....	632,138,000	566,195,000
Reappropriation.....	---	200,000,000
Economic Regulatory Administration.....	99,233,000	183,263,000
Strategic petroleum reserve.....	3,007,071,000	8,391,000
Energy Information Administration.....	65,644,000	88,657,000
Total, Department of Energy.....	4,734,670,000	22,017,447,000
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE		
Health Services Administration		
Indian health services.....	492,193,000	535,116,000
Indian health facilities.....	76,960,000	50,240,000
Total, Indian health.....	569,153,000	585,356,000
Office of Education		
Indian education.....	71,735,000	76,875,000
Office of the Assistant Secretary for Education		
Institute of Museum Services.....	7,852,000	10,900,000
Total, Department of Health, Education, and Welfare.....	648,740,000	673,131,000
NAVAJO AND HOPI INDIAN RELOCATION COMMISSION		
Salaries and expenses.....	8,752,000	950,000
SMITHSONIAN INSTITUTION		
Salaries and expenses.....	98,202,000	104,740,000
Museum programs and related research (special foreign currency program).....	3,700,000	7,700,000
Science Information Exchange.....	2,063,000	---
Construction and improvements, National Zoological Park.....	3,900,000	6,550,000
Restoration and renovation of buildings.....	2,100,000	4,900,000
Construction.....	575,000	21,100,000
Subtotal.....	110,540,000	144,990,000
Salaries and expenses, National Gallery of Art.....	19,041,000	22,577,000
Salaries and expenses, Woodrow Wilson International Center for Scholars.....	1,588,000	1,648,000
Total, Smithsonian Institution.....	131,169,000	169,215,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1980—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
1,500,000,000	18,500,000,000	+18,500,000,000	-1,500,000,000	+17,000,000,000
---	(1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)
699,377,000	798,302,000	+139,190,000	+113,710,000	+98,925,000
71,250,000	105,250,000	+5,541,000	-34,800,000	+34,000,000
125,971,000	106,971,000	-64,792,000	-39,328,000	-19,000,000
566,052,000	702,502,000	+70,364,000	+136,307,000	+136,450,000
197,500,000	120,000,000	+120,000,000	-80,000,000	-77,500,000
125,697,000	144,264,000	+45,031,000	-38,999,000	+18,567,000
8,391,000	---	-3,007,071,000	-8,391,000	-8,391,000
87,273,000	87,273,000	+21,629,000	-1,384,000	---
3,381,511,000	20,564,562,000	+15,829,892,000	-1,452,885,000	+17,183,051,000
541,449,000	536,580,000	+44,387,000	+1,464,000	-4,869,000
74,302,000	26,062,000	-50,898,000	-24,178,000	-48,240,000
615,751,000	562,642,000	-6,511,000	-22,714,000	-53,109,000
75,875,000	75,900,000	+4,165,000	-975,000	+25,000
10,900,000	10,900,000	+3,048,000	---	---
702,526,000	649,442,000	+702,000	-23,689,000	-53,084,000
950,000	950,000	-7,802,000	---	---
103,498,000	102,710,000	+4,508,000	-2,030,000	-788,000
3,700,000	4,700,000	+1,000,000	-3,000,000	+1,000,000
---	---	-2,063,000	---	---
6,500,000	6,000,000	+2,100,000	-550,000	-500,000
5,250,000	5,150,000	+3,050,000	+250,000	-100,000
20,600,000	10,850,000	+10,275,000	-10,250,000	-9,750,000
139,548,000	129,410,000	+18,870,000	-15,580,000	-10,138,000
22,311,000	21,978,000	+2,937,000	-599,000	-333,000
1,611,000	2,611,000	+1,023,000	+963,000	+1,000,000
163,470,000	153,999,000	+22,830,000	-15,216,000	-9,471,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES		
National Endowment for the Arts		
Salaries and expenses.....	102,310,000	97,000,000
Administrative expenses.....	9,775,000	10,500,000
Subtotal.....	112,085,000	107,500,000
Matching grants (indefinite).....	37,500,000	46,900,000
Total, National Endowment for the Arts.....	149,585,000	154,400,000
National Endowment for the Humanities		
Salaries and expenses.....	98,485,000	100,300,000
Administrative expenses.....	10,246,000	10,800,000
Subtotal.....	108,731,000	111,100,000
Matching grants (indefinite).....	36,500,000	39,000,000
Total, National Endowment for the Humanities....	145,231,000	150,100,000
Total, National Foundation on the Arts and the Humanities.....	294,816,000	304,500,000
COMMISSION OF FINE ARTS		
Salaries and expenses.....	263,000	271,000
ADVISORY COUNCIL ON HISTORIC PRESERVATION		
Salaries and expenses.....	1,204,000	1,672,000
NATIONAL CAPITAL PLANNING COMMISSION		
Salaries and expenses.....	2,019,000	2,193,000
FRANKLIN DELANO ROOSEVELT MEMORIAL COMMISSION		
Salaries and expenses.....	20,000	10,000
JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION FOR ALASKA		
Salaries and expenses.....	594,000	---
PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION		
Salaries and expenses.....	1,659,000	1,856,000
Land acquisition and development fund (borrowing authority).....	33,000,000	17,000,000
Public development.....	30,255,000	20,110,000
Total, Pennsylvania Avenue Development Corporation.....	64,914,000	38,966,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
 BILL FOR FISCAL YEAR 1980—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
97,000,000	97,000,000	-5,310,000	---	---
12,000,000	12,000,000	+2,225,000	+1,500,000	---
109,000,000	109,000,000	-3,085,000	+1,500,000	---
45,400,000	45,400,000	+7,900,000	-1,500,000	---
154,400,000	154,400,000	+4,815,000	---	---
100,300,000	98,900,000	+415,000	-1,400,000	-1,400,000
11,400,000	10,500,000	+254,000	-300,000	-900,000
111,700,000	109,400,000	+669,000	-1,700,000	-2,300,000
38,400,000	38,400,000	+1,900,000	-600,000	---
150,100,000	147,800,000	+2,569,000	-2,300,000	-2,300,000
304,500,000	302,200,000	+7,384,000	-2,300,000	-2,300,000
268,000	268,000	+5,000	-3,000	---
1,350,000	1,460,000	+256,000	-212,000	+110,000
1,975,000	1,975,000	-44,000	-218,000	---
40,000	40,000	+20,000	+30,000	---
---	---	-594,000	---	---
1,811,000	1,856,000	+197,000	---	+45,000
17,000,000	17,000,000	-16,000,000	---	---
20,110,000	20,110,000	-10,145,000	---	---
38,921,000	38,966,000	-25,948,000	---	+45,000

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

[Amounts

Item	1979 Appropriation	Budget estimate
Federal Inspector for the Alaska Gas Pipeline		
Permitting and enforcement.....	---	14,850,000
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Total, title II, new budget (obligational) authority, related agencies.....	7,396,620,000	24,466,012,000
<hr/>		
Consisting of:		
Appropriations.....	7,363,620,000	24,249,012,000
Definite appropriations.....	7,280,037,000	24,152,882,000
Indefinite appropriations.....	83,583,000	96,130,000
Reappropriation.....	---	200,000,000
Borrowing authority.....	33,000,000	17,000,000
By transfer.....	---	---
 RECAPITULATION		
Total, new budget (obligational) authority, all titles.....	11,848,846,000	28,577,538,000
<hr/>		
Consisting of:		
Appropriations.....	11,815,846,000	28,360,538,000
Definite appropriations.....	(10,878,795,000)	(27,522,693,000)
Indefinite appropriations.....	(937,051,000)	(825,845,000)
Reappropriation.....	---	200,000,000
Borrowing authority.....	33,000,000	17,000,000
Permanent contract authority.....	---	(47,500,000)
By transfer.....	---	---
 TITLE I -DEPARTMENT OF THE INTERIOR		
Bureau of Land Management.....	544,582,000	500,624,000
Office of Water Research and Technology.....	28,357,000	30,739,000
Heritage Conservation and Recreation Service.....	832,199,000	819,954,000
United States Fish and Wildlife Service.....	308,445,000	265,829,000
National Park Service.....	525,827,000	514,647,000
Geological Survey.....	649,654,000	463,748,000
Bureau of Mines.....	148,507,000	135,194,000
Office of Surface Mining Reclamation and Enforcement..	115,395,000	195,236,000
Bureau of Indian Affairs.....	1,057,359,000	974,120,000
Territorial Affairs.....	182,716,000	145,814,000
Office of the Solicitor.....	15,085,000	15,860,000
Office of the Secretary.....	44,100,000	49,761,000
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Total, Title I - Department of the Interior.....	4,452,226,000	4,111,526,000
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TITLE II - RELATED AGENCIES		
Forest Service.....	1,509,459,000	1,242,807,000
Department of Energy.....	4,734,670,000	22,017,447,000
Indian Health.....	569,153,000	585,356,000
Indian Education.....	71,735,000	76,875,000
Institute of Museum Services.....	7,852,000	10,900,000
Navajo and Hopi Indian Relocation Commission.....	8,752,000	950,000
Smithsonian.....	110,540,000	144,990,000
National Gallery of Art.....	19,041,000	22,577,000
Woodrow Wilson International Center for Scholars.....	1,588,000	1,648,000
National Endowment for the Arts.....	149,585,000	154,400,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
BILL FOR FISCAL YEAR 1980—Continued

in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
---	13,433,000	+13,433,000	-1,417,000	+13,433,000
6,081,569,000	23,161,239,000	+15,764,619,000	-1,304,773,000	+17,079,670,000
5,867,069,000	23,024,239,000	+15,660,619,000	-1,224,773,000	+17,157,170,000
5,773,039,000	22,930,209,000	+15,650,172,000	-1,222,673,000	+17,157,170,000
94,030,000	94,030,000	+10,447,000	-2,100,000	---
197,500,000	120,000,000	+120,000,000	-80,000,000	-77,500,000
17,000,000	17,000,000	-16,000,000	---	---
---	(1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)
10,231,970,000	27,355,775,000	+15,506,929,000	-1,221,763,000	+17,123,805,000
10,017,470,000	27,218,775,000	+15,402,929,000	-1,141,763,000	+17,201,305,000
(9,345,350,000)	(26,451,103,000)	(+15,572,308,000)	(-1,071,590,000)	(+17,105,753,000)
(660,120,000)	(767,672,000)	(-169,379,000)	(-58,173,000)	(+107,552,000)
197,500,000	120,000,000	+120,000,000	-80,000,000	-77,500,000
17,000,000	17,000,000	-16,000,000	---	---
---	---	---	(-47,500,000)	---
---	(1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)	(+1,500,000,000)
499,754,000	500,229,000	-44,353,000	-395,000	+475,000
30,977,000	30,522,000	+2,165,000	-217,000	-455,000
649,715,000	761,964,000	-70,235,000	-57,990,000	+112,249,000
278,582,000	270,966,000	-37,479,000	+5,137,000	-7,616,000
500,312,000	520,429,000	-5,398,000	+5,782,000	+20,117,000
594,217,000	626,432,000	-23,222,000	+162,684,000	+32,215,000
134,883,000	131,603,000	-16,904,000	-3,591,000	-3,280,000
196,936,000	177,541,000	+62,146,000	-17,695,000	-19,395,000
996,444,000	944,105,000	-113,254,000	-30,015,000	-52,339,000
196,921,000	168,860,000	-13,856,000	+23,046,000	-28,061,000
15,500,000	15,741,000	+656,000	-119,000	+241,000
56,160,000	46,144,000	+2,044,000	-3,617,000	-10,016,000
4,150,401,000	4,194,536,000	-257,690,000	+83,010,000	+44,135,000
1,486,058,000	1,433,944,000	-75,515,000	+191,137,000	-52,114,000
3,381,511,000	20,564,562,000	+15,829,892,000	-1,452,885,000	+17,183,051,000
615,751,000	562,642,000	-6,511,000	-22,714,000	-53,109,000
75,875,000	75,900,000	+4,165,000	-975,000	+25,000
10,900,000	10,900,000	+3,048,000	---	---
950,000	950,000	-7,802,000	---	---
139,548,000	129,410,000	+18,870,000	-15,580,000	-10,138,000
22,311,000	21,978,000	+2,937,000	-599,000	-333,000
1,611,000	2,611,000	+1,023,000	+963,000	+1,000,000
154,400,000	154,400,000	+4,815,000	---	---

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

[Amounts

Item	1979 Appropriation	Budget estimate
National Endowment for the Humanities.....	145,231,000	150,100,000
Commission of Fine Arts.....	263,000	271,000
Advisory Council on Historic Preservation.....	1,204,000	1,672,000
National Capital Planning Commission.....	2,019,000	2,193,000
Franklin Delano Roosevelt Memorial Commission.....	20,000	10,000
Joint Federal-State Land Use Planning Commission for Alaska.....	594,000	---
Pennsylvania Avenue Development Corporation.....	64,914,000	38,966,000
Federal Inspector for the Alaska Gas Pipeline.....	---	14,850,000
Total, Title II - Related Agencies.....	7,396,620,000	24,466,012,000
Grand total.....	11,848,846,000	28,577,538,000

AUTHORITY FOR FISCAL YEAR 1979 AND BUDGET ESTIMATES
 BILL FOR FISCAL YEAR 1980—Continued

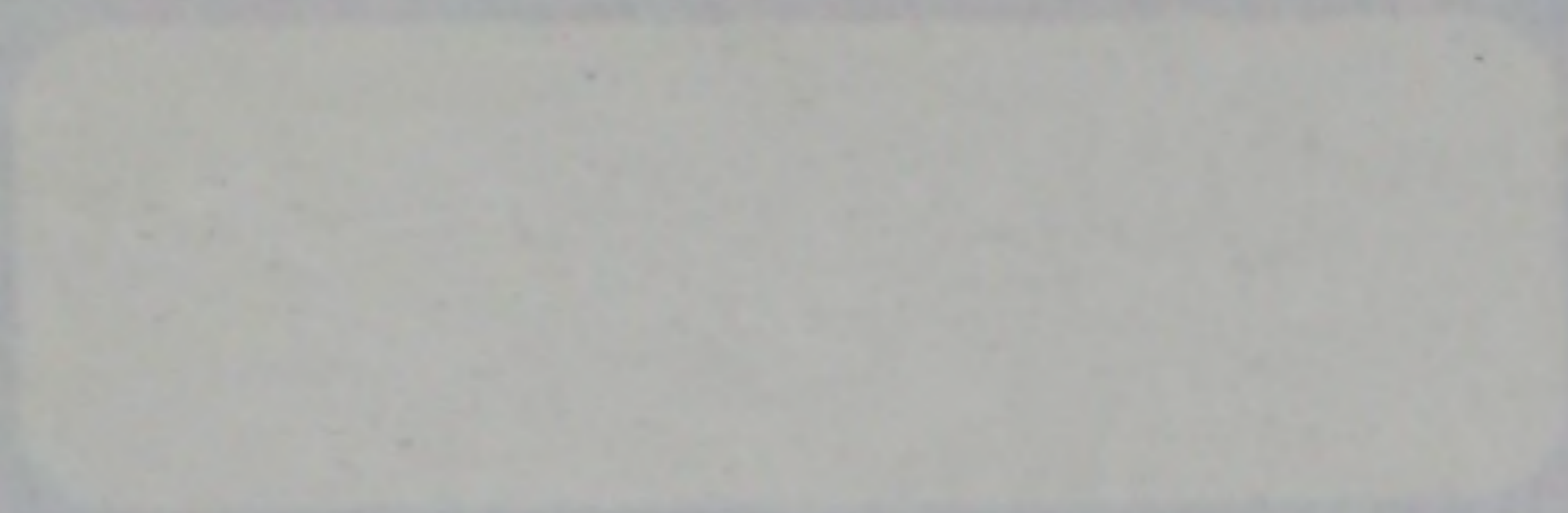
in dollars]

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1979 Appropriation	Budget estimate	House allowance
150,100,000	147,800,000	+2,569,000	-2,300,000	-2,300,000
268,000	268,000	+5,000	-3,000	---
1,350,000	1,460,000	+256,000	-212,000	+110,000
1,975,000	1,975,000	-44,000	-218,000	---
40,000	40,000	+20,000	+30,000	---
---	---	-594,000	---	---
38,921,000	38,966,000	-25,948,000	---	+45,000
---	13,433,000	+13,433,000	-1,417,000	+13,433,000
-----	-----	-----	-----	-----
6,081,569,000	23,161,239,000	+15,764,619,000	-1,304,773,000	+17,079,670,000
=====	=====	=====	=====	=====
10,231,970,000	27,355,775,000	+15,506,929,000	-1,221,763,000	+17,123,805,000

STATE OF TEXAS
COMMISSION ON BUDGET ESTIMATES

1987

Budget Estimate		Current	Proposed	Change
100,000,000	100,000,000	100,000,000	100,000,000	0
200,000,000	200,000,000	200,000,000	200,000,000	0
300,000,000	300,000,000	300,000,000	300,000,000	0
400,000,000	400,000,000	400,000,000	400,000,000	0
500,000,000	500,000,000	500,000,000	500,000,000	0
600,000,000	600,000,000	600,000,000	600,000,000	0
700,000,000	700,000,000	700,000,000	700,000,000	0
800,000,000	800,000,000	800,000,000	800,000,000	0
900,000,000	900,000,000	900,000,000	900,000,000	0
1,000,000,000	1,000,000,000	1,000,000,000	1,000,000,000	0



SMITHSONIAN LIBRARIES



3 9088 01850 6055