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# United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

November 22, 1976

MEMORANDUM TO JACK O MARSH, COUNSELLOR TO THE PRESIDENT

SUBJECT: Briefing Material - Transition

Attached is one complete set of the briefing material which we have prepared for the Carter transition team. The set is composed of three individual books:

1. Organization and Mission -- organization charts, personnel ceilings, mission statements, and general discussion of CSC rules and regulations.
2. Policy and Legislation -- Key issues to be addressed, recently passed legislation affecting the Department, and description of the decision making process.
3. Budget -- 1976 and 1977 budgets, procedures for budget preparation, and submission of supplementals and amendments.

We will be pleased to make any modifications or changes you think appropriate.

Ronald G. Coleman  
Assistant Secretary-Program Development  
and Budget

Enclosures





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# **U.S. Department of the Interior**

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# **BUDGET**

INTERIOR BUDGET

TRANSITION NOTEBOOK



Office of Budget  
Department of the Interior  
November 20, 1976

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## Synopsis

### Introduction

The budget for the Department of the Interior, like that of most other Federal agencies, is complex and constantly changing. In terms of magnitude, it can be expressed many ways - several useful ones include:

	<u>FY 1976</u>	<u>FY 1977</u>
	(\$ millions)	
Appropriations (amounts enacted by Congress in annual appropriation acts or which otherwise become available automatically without further Congressional action)	3,839	4,265
Gross Outlays (actual checks issued net of refunds and reimbursements)	3,438	4,376

Congress principally works in terms of "appropriations" while economic impacts are best measured in terms of "outlays." The President's budget is typically described in terms of "outlays" and budget authority" (which is similar to "appropriations" but makes technical adjustments for certain types of contract and loan authority which allow contractual commitments in advance of appropriations).

The budget is also frequently expressed in net terms as follows:

	<u>FY 1976</u>	<u>FY 1977</u>
	(\$ millions)	
Gross outlays	3,438	4,376
Less offsetting receipts	<u>-1,132</u>	<u>-1,253</u>
Net outlays	<u>2,306</u>	<u>3,123</u>



Offsetting receipts include proprietary receipts (receipts from sale of goods and services such as timber, electric power and minerals rights) and interfund transfers (deductions to avoid double counting certain kinds of financial transactions).

A special cautionary note on the numbers expressed above is necessary. The amounts change frequently as estimates of receipts and automatic payments change or Congressional action occurs. The amounts used in this briefing book represent actual amounts included in annual appropriation acts so far this year and estimates of indefinite, permanent and trust fund accounts used in the President's 1977 Budget submission. The President's Budget for 1978 will most likely include supplementals (for pay and certain program actions) which if enacted would raise the totals. It will also include new estimates for permanent, indefinite and trust funds and offsetting receipts but those amounts have not yet been set.

#### Briefing Book Organization

This briefing book on budget matters has been prepared as an introduction to the Interior Budget. Accordingly, it includes summary data on the magnitude, scope, and content of the Interior budget but does not delve into the level of detail--programs, projects and performance in which decision-makers ultimately get involved in the budget decision process. The briefing book also introduces the reader to the decision processes, terminology and instruments necessary for understanding how the budget is formulated and ultimately changed. Specifically, the book is organized as follows:

- Interior Budget for 1976-77. This section summarizes the Interior budget at the Departmental and then Bureau and Office level. Information is included for each bureau on the mission, major authorities, key budget issues, and funding levels and descriptors for each activity.
  
- Additional budget data are provided in sections on receipts, permanent and trust funds, employment ceilings, and appropriations history.
  
- Budget processes and change instruments. A series of sections are provided as an introduction to how Interior budgets are formulated, enacted, and changed. Specific sections cover:
  - The budget development process as used in FY 1978 (adjustments are made each year);
  
  - the appropriation process (Interior can only spend money that is appropriated);
  
  - how the budget is amended or supplemental funds added if the Administration wishes to increase or decrease the January budget proposal before it is enacted or increase it after it is enacted;
  
  - how the budget can be reduced through rescission or deferral of moneys previously appropriated if spending activities are to be postponed or eliminated;

- how internal adjustments (called "reprogrammings") can be made within an appropriation if one desires to augment funding for one program at the expense of another for which money has been previously justified to Congress. (Except in special emergency situations authorized in law, funds cannot be transferred between appropriations or bureaus without further Congressional action);
  - legislation which provides the basic authorizations on which appropriation action is based.
- Three reference sections are included to enable the reader to get deeper into the budget process. These include sections on:
- Budget organizations and personnel involved in the process at the Congressional, OMB, and Interior levels;
  - Budget information and policy sources; and
  - A Glossary defining some of the jargon constantly used in the process.
- Finally, a series of appendices are included giving examples of documents and correspondence associated with the process.

### Budget Schedule

The President's budget is scheduled for submission to Congress on January 17, 1977. This will be accompanied by a press statement on the Interior budget and Budget Justifications for each bureau will be published and delivered to Congress within several days after this. Subsequently, the new Administration will set the schedule and agenda. Key events that can be anticipated are as follows:

- Indications in the press are that the new Administration will propose adjustments to the budget (amendments for 1978; supplementals and possibly rescissions and deferrals for FY 1977 which ends September 30, 1977) by mid-February. This will require an intensive review of the January 17 budget, consideration of possible adjustments, Secretarial decisions on adjustments to be recommended to OMB, and Presidential decisions within a few weeks.
- The new Secretary will be expected to present the Interior budget, including any modifications, to the Interior and Public Works Appropriations Subcommittees of both the House and Senate. This will probably be very shortly after the Carter budget changes are transmitted. If this is delayed any appreciable amount of time, the Secretary might be requested to testify before adjustments are proposed. The above actions will require formal testimony statements and, possibly a press release.

- Bureau hearings will follow in short order, probably being completed by late March or very early April. Testimony for such hearings is cleared by the Office of Budget.
- The Departmental process for formulating the FY 1979 budget should be initiated in late February or very early March. This will require indepth review of the current process, modification as is seen appropriate, and issuance of instructions to set the bureaus to work on the formulation process.
- Substantive decisions at the Departmental level on the 1979 budget should be scheduled for July and August in order to present a fully documented budget to OMB by September 15.
- "Courtesy calls" with the Appropriations Subcommittee Chairmen for Interior and Public Works and OMB officials would probably be useful and should be made in late January or early February.
- Authorizing legislation necessary for certain currently unauthorized aspects of the 1978 budget will be necessarily submitted shortly after the Budget message is delivered and should be enacted by May 15 according to the Congressional timetable. The Administration is supposed to transmit proposed new or extended authorizing legislation for FY 1979 to Congress by May 15, 1977. This is coordinated by the Office of Legislation.

INTERIOR BUDGET FOR  
1976 - 1977

Interior Budget Totals, 1976 - 1977

	(\$ in millions)	
	<u>1976</u>	<u>1977</u>
Gross appropriations	3,839	4,265
Less offsetting receipts	<u>1,132</u>	<u>1,253</u>
Net appropriations	<u>2,707</u>	<u>3,012</u>
Gross outlays	3,438	4,376
Less offsetting receipts	<u>1,132</u>	<u>1,253</u>
Net outlays	<u>2,306</u>	<u>3,123</u>

\* Includes enacted annual definite appropriations and estimates for indefinite, permanent and trust funds as provided in the President's Budget, January, 1977.

Office of Budget  
November 19, 1976

DEPARTMENT OF THE INTERIOR

Amounts Appropriated and Outlays  
Actual 1976 - Estimated 1977  
(in thousands of dollars)

	F.Y. 1976		F.Y. 1977	
	Approp.	Budget Outlays	Approp.	Budget Outlays
<u>Land and Water Resources</u>				
Bureau of Land Management	433,899	403,714	405,524	379,550
Bureau of Reclamation	655,295	573,505	997,699	1,129,000
Office of Water Research and Technology	18,180	21,236	18,923	20,075
<u>Total, Land and Water Resources</u>	<u>1,107,374</u>	<u>998,455</u>	<u>1,422,146</u>	<u>1,528,625</u>
<u>Fish and Wildlife and Parks</u>				
Bureau of Outdoor Recreation	322,875	281,575	403,017	427,962
Fish and Wildlife Service	251,973	217,874	258,421	244,149
National Park Service	365,820	394,186	380,774	405,741
<u>Total, Fish and Wildlife and Parks</u>	<u>940,668</u>	<u>893,635</u>	<u>1,042,212</u>	<u>1,077,852</u>
<u>Energy and Minerals</u>				
Geological Survey	272,838	279,175	305,896	309,200
Mining Enforcement and Safety Administration	84,465	84,064	93,740	97,567
Bureau of Mines	159,475	131,503	165,065	164,800
Alaska Power Administration	1,660	1,715	1,890	1,890
Bonneville Power Administration	--	-54,273	--	-31,000
Southeastern Power Administration	1,000	995	1,076	1,074
Southwestern Power Administration	6,760	4,714	8,603	9,402
<u>Total, Energy and Minerals</u>	<u>526,198</u>	<u>447,893</u>	<u>576,270</u>	<u>552,933</u>
Bureau of Indian Affairs	1,074,968	903,742	1,082,639	1,021,526
Office of Territorial Affairs	145,075	150,743	122,179	148,750
Office of the Solicitor	11,598	12,000	12,371	12,370
Office of the Secretary	33,127	31,153	34,478	34,400
<u>Total, Department of the Interior</u>	<u>3,839,008</u>	<u>3,437,621</u>	<u>4,292,295</u>	<u>4,376,456</u>

Bureau of Land Management

Bureau Mission:

The Bureau of Land Management is responsible for the conservation, management, and development of the 450 million acres of national resource lands, including 278 million acres in Alaska. The Bureau also administers mining and mineral leasing on 369 million acres of mineral estate underlying other ownerships, and approximately 1.1 billion acres of the Outer Continental Shelf. The national resource lands through the management of the Bureau provide an important source of revenue to the Federal Treasury and State and local governments. Receipts of the Bureau are derived from the sale of public lands and materials, mineral leasing, grazing fees, timber sales, right-of-way leases and OCS mineral leasing.

Major Legislative Authorities:

The Federal Lands Policy and Management Act of 1976 (Organic Act)  
The Outer Continental Shelf Lands Act of 1953, as amended - 43 USC 1331-1343  
Taylor Grazing Act of 1934, as amended, 43 USC 315  
Mineral Lands Leasing Act of 1920 as amended, 30 USC 181.

Key Budget Issues:

OCS Leasing schedule  
Coal leasing rate, scope, and procedures  
Program level for OCS environmental studies  
Level of funding for improvement and stabilization of rangelands.

Appropriations/Major  
Budget Activities

Program and Performance Descriptions

Appropriations (in thousands)  
F.Y. 1976      F.Y. 1977  
Actual      Enacted to Date

Management of Lands and Resources

Energy and Minerals Management	Provides for the investigations, leasing, sale administration, and development of coal, oil and gas, oil shale, uranium and geothermal resources under the mineral leasing laws.	\$71,558	\$87,772
Lands and realty management	Provides use authorizations in support of energy and other programs, maintenance of official land records and land classification; issuance of information about the public realty and mineral laws.	35,411	35,603
Surface resource use and protection	Range management, soil and watershed conservation, wildlife habitat management, forestry, recreation management and fire protection	52,517	59,710
Planning for multiple use	Multi-resource inventories, related studies, data analysis and the development of multiple land and resource use plans.	12,694	17,575
Cadastral Survey	Alaska surveys for land transfers under the Statehood Act and claims resulting from the Native Claims Settlement Act. In other states, surveys to identify lands for resource management.	14,419	15,263

Bureau of Land Management

(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Management of Lands and Resources</u> (Cont'd)			
<u>Firefighting and Rehabilitation</u>	Suppression of fires on or near public lands; rehabilitation of burned over lands.	\$25,250	\$ 4,750
General Administration	Provides for executive management and general administrative services of the Bureau.	3,614	3,156
Total, Management of Lands and Resources		<u>215,463</u>	<u>223,829</u>
<u>Construction and Maintenance</u>	Provides for the construction and maintenance of buildings and related facilities such as office buildings, warehouses, equipment storage buildings, fire stations, lookouts, parking areas and recreational facilities	9,404	10,160
<u>Public Lands Development Roads and Trails (Liquidation for Contract Authority)</u>	Provides for road and trail construction, design, and acquisition of easements to facilitate access to lands and resources administered by the Bureau.	3,183	5,000
(Note: FY 1977 will be the last year in which road construction will be accomplished under this appropriation. Beginning in FY 1978 road and trail construction will be under the Construction and Maintenance appropriation.)			
Total, Annual Definite Appropriations		<u>228,050</u>	<u>238,989</u>
<u>Oregon and California Grant Lands</u>	This appropriation makes available 25 percent of the revenues from the Oregon and California grant lands for maintenance of roads and recreation facilities and for forest development and protection on revested lands and other Federal lands in the O&C land grant counties of Western Oregon.	25,104	30,000
<u>Range Improvements</u>	This appropriation is derived from a portion of receipts from grazing of livestock on public lands and on Bankhead-Jones Farm Tenant Act lands. Funds are used for rangeland improvement and maintenance.	5,435	7,235

Bureau of Land Management

(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Recreation Development and Operation of Recreation Facilities</u>	This appropriation is derived from receipts from user fees and concessionaire payments at recreation facilities operated by the Bureau. Funds are used to operate, maintain and finance improvements at those facilities.	\$ 300	\$ 300
Total, Indefinite Appropriations		30,839	37,535
Permanent Appropriations	Provides for payments to States and counties required by law from receipts derived from grazing fees, timber sales, mineral leasing revenues, sales of public lands and leasing of public lands.	174,593	128,300
Total, Federal Funds		433,482	404,824
Trust Funds	Represents funds donated to BLM from non-Federal sources for funding of specific projects	417	700
TOTAL, BUREAU OF LAND MANAGEMENT		<u>433,899</u>	<u>405,524</u>

Bureau of Reclamation

Bureau Mission: The Bureau plans, constructs and operates facilities to irrigate lands, furnish municipal and industrial or other water supplies, and develop related hydroelectric power and flood control in the 17 western states and Hawaii. The Bureau's overall program is intended to assist the States, local governments, and other Federal agencies to stabilize and stimulate local and regional economies, and to enhance and protect the environment through the development of water and related land resources.

Major Legislative Authorities:

Flood Control Act of 1944 - Dec. 22, 1944, CH 665 58 Stat 887  
 The Reclamation Act of 1902 - 43 USC 391  
 Various individual project authorizations.

Key Budget Issues:

Level of funding for ongoing construction projects.  
 Impact of budget year funding on future requirements.  
 Administration policy on "new" construction and planning starts.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Construction</u>			
Loan program	Provides loans and/or grants to non-Federal organizations for construction or rehabilitation and betterment of small water resource projects.	\$22,665	\$27,495
Colorado River Basin Salinity Control Projects	Provides for construction and O&M of certain works directed towards the enhancement and protection of the quality of water in the Colorado River for use in the United States and Mexico.	19,670	44,680
Colorado River Basin Project	Provides for the construction costs of the Central Arizona Project and the Navajo project participation agreement.	51,645	94,020
Upper Colorado River Storage Project	Provides for the costs of construction of various projects in the Upper Colorado River Basin in the states of Colorado, Utah, New Mexico, and Wyoming.	41,152	59,331

Bureau of Reclamation

(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Construction (Cont'd)</u> Construction and Rehabilitation	Provides for construction of all other projects in the Bureau's program which are not listed above. Construction will be underway in 1977 on 25 projects; advance planning will be underway on 5 more and work will continue on 10 rehabilitation and betterment projects and 15 units and divisions of the Pick Sloan Missouri Basin program. Other major projects underway include the following:  Central Valley Project, Calif. Columbia Basin Project, Wash. Fryingpan-Arkansas Project, Colo. Mountain Park Project, Okla. Tualatin Project, Oregon. Palmetto Bend Project, Texas.  Note: Teton Dam Failure Claims - Supplementals provide for claims for damages to or loss of property, personal injury or death resulting from the June 5, 1976 failure to the Teton River Dam.	327,308	348,811
Total, Construction Activities		462,440 (200,000)	774,337 200,000
<u>General Investigations</u>	Investigations and surveys are made to determine the feasibility of potential reclamation projects and the need for rehabilitation of existing projects.	20,892	24,762
<u>Operation and Maintenance</u> Operation and maintenance	In 1977 a total of 32 projects, project areas or division of projects will be maintained for power, municipal and industrial water supplies, irrigation, flood control, soil and moisture conservation, administration of water marketing contracts and marketing of power.	88,350	94,584
Purchase Power and Wheeling	Provides for the acquisition of power from other entities by purchase and exchange and the use of transmission facilities in connection with delivery of power to customers in order to meet contractual commitments.	43,812	48,416
Total, Operation and Maintenance		132,162	143,000

Bureau of Reclamation

(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Emergency Fund</u>	Assures continuous operation of irrigation and power systems in the event of droughts, canal bank failures, generator failures, damage to transmission lines or other emergencies.	\$ 1,000	\$ 1,000
<u>General Administrative Expenses</u>	Provides for the general and technical direction of the Reclamation program in the Departmental, Denver, Regional and other subordinate offices.	21,840	22,600
Total, Annual Definite Appropriations		638,334	965,699
<u>Permanents</u>		2,717	3,000
Total, Federal Funds		641,051	968,699
<u>Trust Funds</u>		14,244	29,000
TOTAL, BUREAU OF RECLAMATION		655,295	997,699

Office of Water Research and Technology

Bureau Mission:

Performance of water resources research and development activities, through contracts and grants, and related functions vested in the Secretary of the Interior. The Office of Water Research and Technology is responsible for the development of new and/or improved technology and methods for solving or mitigating existing and projected State, regional and nationwide water resource problems; also conducts R&D activities directed toward the development of practical means for the economical production of suitable water for beneficial uses from sea and other saline or contaminated water.

Major Legislative Authorities:

- Water Resources Research Act of 1964, as amended P.L. 88-379; 42 U.S.C. 1961.
- Saline Water Conversion Act of 1971, as amended P.L. 92-60; 42 U.S.C. 1959.

Key Budget Issues:

Legislation required to authorize continuation of additional water resources research programs and technology development.  
(Note: New legislation currently being requested for the above.)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SALARIES AND EXPENSES</u>			
Assistance to States for Water Research Institutes	Provides for annual grants for each of the 50 states, Puerto Rico, the District of Columbia, the Virgin Islands and Guam to assist them in their water resources research at one college or university.	\$ 5,730	\$ 5,730
Matching Grants to Water Research Institutes	Provides for grants to match, on a dollar-for-dollar basis, funds made available to a state institute by non-Federal sources in order to fund specific projects that could not otherwise be undertaken.	3,000	3,200
Additional Water Resources Research	Provides for additional grants for research directed toward finding solutions to, and mitigating the most urgent water-related problems of concern to the Department and the Nation.	4,763	2,000
Technology Development	This activity provides for grants and contracts for technology development directed toward assuring that research findings are interpreted and developed for practical application.	1,490	4,700

Office of Water Research and Technology (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SALARIES AND EXPENSES (Continued)</u>			
Scientific Information Center	Provides for the operation of the national water resource scientific information center.	\$ 986	\$ 1,100
Administration	Provides for the management and administration of the programs described above.	<u>2,211</u>	<u>2,193</u>
Total, Office of Water Research and Technology		<u>18,180</u>	<u>18,923</u>

Bureau of Outdoor Recreation

Bureau Mission:

The Bureau of Outdoor Recreation serves as the focal point in the Federal Government for the many activities related to outdoor recreation. Liaison is maintained with State and local governments and the private sector in an effort to develop and execute a nation-wide coordinated effort in the provision of outdoor recreation opportunities. The Bureau is responsible for conveyance of surplus Federal real property to State and local governments for park and recreation purposes. The Bureau also administers the Land and Water Conservation Fund which provides matching grants to States for recreation planning, acquisition of land and water areas, and development of such areas. The L&WCF also provides funds for land purchases by the National Park Service, the Forest Service, the Fish and Wildlife Service, and the Bureau of Land Management.

Major Legislative Authorities:

- 16 U.S.C. 4601 Bureau of Outdoor Recreation Organic Act.
- 16 U.S.C. 4601 - 4, as amended by P.L. 94-422 - Land and Water Conservation Fund Act.
- 16 U.S.C. 1271, as amended by P.L. 94-486 - Wild and Scenic Rivers Act
- 16 U.S.C. 1241, as amended by P.L. 94-527 - National Trails System Act.

Key Budget Issues:

- Funding level for the Land and Water Conservation Fund and the appropriateness of the traditional 60/40% split between State grants and Federal acquisition (OMB, Congress, States, private organizations).

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Salaries and Expenses</u>			
Planning and Research	Provides nation-wide outdoor recreation planning, studies of river basins, wild and scenic rivers, national trails, and wilderness, and dissemination of outdoor recreation demand research	2,944	3,086
Federal coordination	Promotes coordination of Federal outdoor recreation related programs and review of EIS's which affect major public recreation resources.	1,445	1,503
Technical assistance	Provides assistance to Federal agencies and other governmental and private entities on outdoor recreation matters; identifies surplus Federal lands and aids in their transfer to outdoor recreation use.	1,319	1,362
Total, Salaries and Expenses		<u>5,889</u>	<u>5,961</u>
<u>Land and Water Conservation Fund</u>			
Assistance to States	Provides 50% matching funds to States for preparing recreations plans, acquiring land and water areas, and the development of such areas.	175,840	175,516
Federal programs	Provides funds to the National Park Service, the Forest Service, the Fish and Wildlife Service, and the Bureau of Land Management for land acquisition.	134,701	214,854

Bureau of Outdoor Recreation (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Land and Water Conservation Fund (Cont'd)</u>			
Administrative expenses	Provides for the coordination and administration of the State and Federal acquisition programs	\$ 6,445	\$ 6,686
Total, Land and Water Conservation Fund		<u>316,986</u>	<u>397,056</u>
TOTAL, BUREAU OF OUTDOOR RECREATION		<u>322,875</u>	<u>493,017</u>

Fish and Wildlife Service

Bureau Mission:

The goal of the U.S. Fish and Wildlife Service is to perpetuate the Nation's sport fish and wildlife resources and their use and enjoyment by the American people. This is accomplished by a program of biological research, wildlife refuge operation, habitat preservation, fish hatchery operation, endangered species activities, and acquisition of habitat for migratory birds.

Major Legislative Authorities:

- 16 U.S.C. 742(a) - 742(j) - Fish and Wildlife Act of 1956.
- 16 U.S.C. 666c - Fish and Wildlife Coordination Act.
- 16 U.S.C. 668dd - 668ee - National Wildlife Refuge System Administration Act of 1966.
- 16 U.S.C. 1531 - 1531-1543, as amended by P.L. 94-325 - Endangered Species Act of 1973.

Key Budget Issues:

- Adequacy of National Wildlife Refuge O&M budget (OMB, Congress, private organizations).
- Status of Federal warm-water fish hatcheries (Southern Congressional delegation).
- Funding the Migratory Bird Conservation Account advance authorization (OMB, Congress, private organizations).
- Adequacy of endangered species programs, including grants to States (OMB, Congress, States).

Appropriations/Major Budget Activities

Program and Performance Descriptions

Appropriations (in thousands)  
F.Y. 1976                      F.Y. 1977  
Actual                              Enacted to Date

Resource Management

Habitat Preservation

Monitoring of ecosystems to determine environmental contamination and degradation; research on the impacts of pollutants and construction projects on fish and wildlife values and recommendations to ameliorate these impacts.

\$21,019                      \$22,602

Wildlife Resources

Maintains a 33.9 million acre wildlife refuge system; administers certain aspects of the Marine Mammal Protection Act; enforces Federal game laws; provides assistance for management of wildlife on Indian and Federal lands; supports cooperative wildlife research units at 20 universities.

51,409                      54,240

Fishery Resources

Research undertaken in all aspects of the Nation's fishery resources; operation of 89 National fish hatcheries; supports cooperative fishery research at 25 universities.

27,730                      28,677

Endangered Species

Continual review and updating of endangered and threatened species lists; development and implementation of recovery plans; monitor imports and exports of fish and wildlife; financial assistance to State programs; and research.

9,486                      10,123

Fish and Wildlife Service (Continued)

Appropriations/Major Budget Activities	Program and Performance Descriptions	Appropriations (in thousands)	
		F.Y. 1976 Actual	F.Y. 1977 Enacted to Date
<u>Resource Management (Cont'd)</u>			
Interpretation and Recreation	Providing outdoor opportunities on Service lands including interpretive experiences, environmental study areas, wildlife observation, hunting, fishing, swimming and boating; fish and wildlife information made available to the general public.	\$ 6,766	\$ 7,342
Administration	Provides executive direction, coordinated resource planning, and professional administrative services for the Service in Washington, D. C., and in the regional and field offices.	4,340	5,877
Total, Resource Management		<u>120,750</u>	<u>128,861</u>
<u>Construction and Anadromous Fish</u>			
Construction and rehabilitation	Provides for the construction of new facilities and next-phase construction and major rehabilitation at existing facilities.	15,798	13,698
Anadromous fish	State and other non-Federal cooperators are reimbursed up to 66 2/3% of the costs of projects to benefit the anadromous fishery resources of the Nation and the fish in the Great Lakes that ascend streams to spawn.	3,513	3,513
Total, Construction and Anadromous Fish		<u>19,311</u>	<u>17,211</u>
<u>Migratory Bird Conservation Acct.</u>	Advance appropriations were made from the General Fund of the Treasury in F.Y. 1976 and 1977 which will be repaid from future migratory bird hunting stamp receipts. This advance appropriation supplements receipts of \$12,448 in F.Y. 1976 and an estimated \$12,000 in F.Y. 1977 which are used to acquire migratory bird habitat.	7,500	4,000
Total, Annual Definite Appropriations, Fish and Wildlife Service		147,561	150,072
<u>Permanents and Trusts</u>	Includes funds generated by the excise tax on sport fishing tackle and firearms and ammunition which are used to finance up to 75% of the cost of State fish and wildlife restoration and management projects; funds from the sale of products from the National Wildlife Refuge System; and donated funds for the Great Lakes sea lamprey program.	104,412	108,349
TOTAL, FISH AND WILDLIFE SERVICE		<u>251,973</u>	<u>258,421</u>

National Park Service

Bureau Mission:

The National Park Service operates and maintains the National Park System; encourages the preservation of significant natural and historic resources; cooperates with Federal and State agencies and private organizations in park, recreation and historic preservation programs; administers a program of historic preservation grants to States; and maintains the nonperforming arts functions at the John F. Kennedy Center for the Performing Arts.

Major Legislative Authorities:

- 16 U.S.C. 1, 1b, 1c - National Park Service Organic Act.
- 16 U.S.C. 470, as amended by P.L. 94-422, Sec. 201 - Land and Water Conservation Fund Act (National Historic Preservation Fund).
- P.L. 94-578 - John F. Kennedy Center for the Performing Arts Act

Key Budget Issues:

- Adequacy of funding and personnel levels for operation, maintenance and construction in the National Park System (OMB, Congress, private organizations).
- Funding level of Historic Preservation grants-in-aid to States (OMB, Congress, States, private organizations).

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Operation of the National Park System</u>			
Park Management	Administering 287 park areas with total acreage of 29.3 million; includes overall management to accommodate 253 million visitors, maintenance of facilities, interpretive programs, law enforcement, and management of the unique resources within the System.	\$248,378	\$269,952
Forest fire suppression and rehabilitation of burned areas	Provides for the suppression and emergency presuppression of fires on or endangering lands administered by the Service, and rehabilitation of burned areas to conserve resources.	1,100	700
Executive direction	Provides executive direction of Service programs from the headquarters in Washington, D. C., the National Capital Parks and the regional offices	5,725	5,833
Total, Operation of the National Park System		<u>255,203</u>	<u>276,485</u>
<u>Planning and Construction</u>			
Buildings, utilities, and other facilities	Provides for the planning, construction, and reconstruction of physical facilities in units throughout the National Park System.	18,514	31,749
Park, recreation, and wilderness planning	Provides for studies, investigations and planning programs to support the overall direction and management of park activities	4,875	3,469

National Park Service (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Planning and Construction (Cont'd)</u>			
Cooperative programs	Provides assistance to other Federal agencies, States, and private institutions, upon request, on all facets of protection and preservation of historical and archeological values.	\$ 3,174	\$ 2,925
Statutory or contractual aid for other activities	Provides financial or other assistance in the planning, development, or operation of natural, historical, or recreation areas not operated by the NPS; assistance is authorized by law or is pursuant to agreement.	894	1,954
Total, Planning and Construction		<u>27,457</u>	<u>40,097</u>
<u>Road Construction (Liquidation of Contract Authority)</u>			
Road, trails, and parkways	Provides for road construction and rehabilitation at NPS units through the use of contract authority provided in the Federal Aid Highway Act. Funds shown here are to liquidate obligations previously made.	<u>40,115</u>	<u>21,800</u>
<u>Preservation of Historic Properties</u>			
Historic Preservation and special studies	Provides matching grants-in-aid to States and the National Trust for Historic Preservation for planning and for individual preservation projects, maintenance of the National Register, studies to identify nationally significant historic properties, historic American buildings surveys.	24,666	21,436
Advisory Council on Historic Preservation Support	Provides administrative and financial support to the Council.	--	564
Total, Preservation of Historic Properties		<u>24,666</u>	<u>22,000</u>
<u>John F. Kennedy Center for the Performing Arts</u>			
	Provides services necessary for the nonperforming arts functions of the JFK Center including maintenance, security, information, interpretation, janitorial, and other services	<u>2,645</u>	<u>3,072</u>
Total, Annual Definite Appropriations, National Park Service		<u>350,086</u>	<u>363,454</u>

National Park Service (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Planning, Development and Opera- tion of Recreation Facilities</u> Recreation Facilities	Provides for operation of recreational facilities, enhancement of the fee collection system, and minor repair projects. Funding is derived from fees collected by the National Park Service	14,000	14,000
<u>Permanents and Trusts</u>		1,734	3,320
<b>TOTAL, NATIONAL PARK SERVICE</b>		<b><u>365,820</u></b>	<b><u>380,774</u></b>

Geological Survey

Bureau Mission:

The Geological Survey provides basic scientific data concerning water, land, and mineral resources, and supervises the prospecting, development and production of minerals and mineral fuels on leased Federal, Indian and Outer Continental Shelf Lands.

Major Legislative Authorities:

- 43 USC 31(a) Organic Act covers most USGS funding
- 43 USC 1340 Permits geological and geophysical exploration on Outer Continental Shelf
- 25 USC 396 Allows Secretary to oversee mining on Indian Lands
- P.L. 94-258 National Petroleum Reserve Act of 1976

Key Budget Issues:

- Coal Exploration - Scope and level of activity.
- National Petroleum Reserve in Alaska - Level of operation for petroleum exploration.
- Earthquakes - Scope of activity and Federal involvement in earthquake prediction.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SURVEYS, INVESTIGATIONS AND RESEARCH</u>			
Alaska Pipeline Related Investigations	Engineering geologic and hydrologic investigations needed in the initial operational and monitoring phase of the Alaska Pipeline.	\$ 319	\$ 321
Topographic Surveys and Mapping	This program includes activities necessary to make available base mapping data as well as a family of general purpose maps. By the end of FY 1976 topographic maps (1:24,000 scale) will be available for about 67 percent of the United States and outlying areas, excluding Alaska. About 84 percent of Alaska (1:63,600 scale) was published by the end of FY 1976. During FY 1977, mapping of about 90,000 square miles of previously unsurveyed or inadequately surveyed areas in the United States will be started. About 90,000 square miles of 1:24,000 scale series revision and about 175 small-scale and special maps will be added to the FY 1977 program. Intermediate-scale mapping will increase to about 450 maps in various phases of compilation in FY 1977 from about 300 maps in FY 1976.	46,369	48,568

Geological Survey (Continued)

Appropriations/Major Budget Activities	Program and Performance Descriptions	Appropriations (in thousands)	
		F.Y. 1976 Actual	F.Y. 1977 Enacted to Date
<u>SURVEYS, INVESTIGATIONS AND RESEARCH (Cont'd)</u> Geologic and Mineral Resource Surveys and Mapping	The program produces: (a) New and improved techniques and instruments for mineral and energy exploration on land and on the submerged continental margins; (b) geologic, geophysical, and geochemical maps and analyses that show the distribution, age, composition, structure, and physical properties of the rocks and mineral deposits at and beneath the surface of the earth including the Nation's continental shelves and slopes; (c) information on the chemistry and physics of the earth and the geologic processes by which it was formed and is being continually modified; and (d) geologic data that are directly applicable to urban development, land utilization, and the solution of land construction problems. The FY 1977 program increases efforts in earthquake hazards reduction; assessment of geologic hazards in nuclear reactor siting; coal environmental studies; appraisal of wilderness area mineral resources; investigation of critical mineral commodities; and assessment of energy resources including coal, oil and gas (both onshore and on the Outer Continental Shelf), uranium and thorium.	\$ 92,541	\$ 96,752
Water Resources Investigations	The water resources investigations program is conducted to appraise the Nation's water resources and to provide necessary water data to develop and manage them efficiently. The program produces data and information about the flow and sediment discharge of rivers, location and quantity of underground waters, chemical quality and temperatures of waters, changes caused by nature and by man, availability and suitability of water supplies for present and future demands--all of which are essential to water planning, water management, energy development, and improvement of the environment. The 1977 program includes funds to expand and intensify activities in the baseline water quality segment of the Federal program; in the coal hydrology, water use and urban hydrology segments of the Federal-State cooperative program; and in coal hydrology, oil shale hydrology and nuclear energy hydrology segments of the critical national water problems program.	59,193	61,548

Geological Survey (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SURVEYS, INVESTIGATIONS AND RESEARCH (Cont'd)</u>			
Conservation of Lands and Minerals	The FY 1977 program provides for (a) classification of Federally owned lands for the existence and workability of leasable mineral deposits and for sites for development of water resources, (b) beginning a program of evaluation for leasing solid minerals on Outer Continental Shelf (OCS) lands, and (c) regulation and supervision of mineral prospecting, development, and production on leased Federal, Indian, and Outer Continental Shelf (OCS) lands.	\$ 43,329	\$ 66,517
Land Information and Analysis	The mission of this activity is to meet more effectively the Nation's rapidly increasing need for information for land-use decision-making and to evaluate the environmental consequences of alternative land uses. Specific objectives include: (1) Development and application of multidisciplinary natural science and geographic technology in support of land-use decisionmaking; (2) mapping current land use; (3) accomplishing in-house NEPA-related functions; and (4) collecting, processing, and distributing remote sensing data, and applying other aspects of space technology in support of land-resources and environmental analysis.	18,073	17,314
General Administration	Provides funds for executive direction and administrative services.	3,383	3,628
Facilities	Funds included in this activity finance the operation and maintenance costs, facilities management needs and related special support services necessary for the operation of the National Center Headquarters complex in Reston.	9,629	9,448
National Petroleum Reserve	Under the Naval Petroleum Reserves Production Act of 1976, the jurisdiction of Naval Petroleum Reserve No. 4 in Alaska transfers to the Department of the Interior, effective June 1, 1977. Geological Survey has been delegated by the Secretary to continue the Navy program for petroleum exploration of the reserve. The 1977 funding will provide		

Geological Survey (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
SURVEYS, INVESTIGATIONS AND RESEARCH (Cont'd) National Petroleum Reserve (Cont'd)	for the establishment of a separate organization within the U.S. Geological Survey to ensure orderly transfer of responsibilities from the Navy, plus preparation of environmental impact statements needed to support a study to determine the best overall procedures to be used in the development of the reserve.	\$ --	\$ 1,800
Total, Annual Definite Appropriations		272,836	305,896
Permanents		2	--
Total, Federal Funds, Geological Survey		<u>272,838</u>	<u>305,896</u>

Mining Enforcement and Safety Administration

Bureau Mission:

To promote health and safety in mines and the minerals industry through development, promulgation and enforcement of regulations, including mine inspections, technical support, and education and training of miners and mine inspectors.

Major Legislative Authorities:

- 30 USC 801-960 Federal coal Mine Health and Safety Act of 1969.
- 30 USC 721-40 Federal Metal and Nonmetal Mine Safety Act of 1966.
- 30 USC 1 Bureau of Mines Organic Act (Approval and certification of mining equipment and basic funding authority.)

Key Budget Issues:

Number of coal mine, metal and nonmetal inspections to be conducted annually.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SALARIES AND EXPENSES</u>			
Coal Mine Health and Safety Inspections	Activities include inspection of coal mines and enforcement of the Federal Coal Mine Health and Safety Act of 1969, assistance in mine rescue operations, investigations of serious accidents in coal mines and recommendations to reduce working hazards, safeguarding the health of workers, promoting efficiency in the coal industry, and assisting industry in improving conditions of mine health and safety. Development of State health and safety programs is encouraged through a grant program and through technical assistance.	\$ 46,305	\$ 50,529
Metal and Nonmetal Mine Health and Safety Inspections	Activities include inspection of metal and nonmetal mines and enforcement of the Federal Metal and Nonmetallic Mine Safety Act, assistance in mine rescue operations, investigations of serious accidents in metal and nonmetal mines and recommendations to reduce working hazards, safeguarding the health of workers, promoting efficiency in the mineral industry, and assisting industry in improving conditions of mine health and safety. State programs are encouraged through assistance in the implementation of State plans.	13,775	16,808
Education and Training	Instruction designed to develop greater safety awareness and to make the student a safer worker is provided to employees of the mineral industry. Training covers the causes and prevention of accidents and		

Mining Enforcement and Safety Administration (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>SALARIES AND EXPENSES (Continued)</u> Education and Training (Continued)	unhealthy work environments, safe mining practices, first aid, and mine rescue methods. Courses are in the form of classroom instruction, demonstrated lectures, motion pictures, and other instructional media.	\$ 10,406	\$ 10,449
Technical Support	Under this activity MESA provides onsite day-to-day technical services and advice to health and safety field managers, mine inspectors, and State and industry management to assist enforcement or effect improvements in practices relating to ventilation, roof support, use and application of electrical equipment, fire protection, use of explosives, haulage, hoisting, illumination, mine communications, dust collection and abatement, and other related safety practices, devices, techniques, and equipment. MESA also provides analytical data relative to the cause, frequency, and manner of accidents and the events or the practices that contribute to their cause or that may be identified as principal hazards contributing to the frequency of disabling injuries or unhealthy working conditions.	11,746	13,809
Program Administration	Provides funds for executive direction and administrative services.	<u>2,233</u>	<u>2,145</u>
<b>Total, Mining Enforcement and Safety Administration</b>		<u>84,465</u>	<u>93,740</u>

Bureau of Mines

Bureau Mission:

The Bureau conducts inquiries, technological investigations and research concerning the extraction, processing, use and disposal of mineral substances without objectionable social and environmental costs. The Bureau fosters and encourages private enterprise in the development of mineral resources and the prevention of waste in the mining, minerals, metal, and mineral reclamation industries. The Bureau promotes health and safety in mines and the mineral industry through research.

Major Legislative Authorities:

30 U.S.C. 1-11 Organic Act provides basic funding authority  
50 U.S.C. 167-167n Helium Act

Key Budget Issues:

Coal mine health and safety research funding level - expansion would require additional authorization.  
Level of funding for advancing coal mining technology.  
Demonstration Plants - whether to fund and at what level.

Appropriations/Major  
Budget Activities

Program and Performance Descriptions

Appropriations (in thousands)  
FY 1976                      FY 1977  
Actual                      Enacted to date

MINES AND MINERALS

Metallurgy research

Research is conducted to develop new and improved processes to extract, recover, purify, fabricate, and recycle metallic and nonmetallic minerals for the most efficient resource utilization attainable through increased production, reduced costs, and a minimum of waste. Of particular interest is research on abatement of pollution from metallurgical processes, and management of mineral wastes.

\$ 27,022

\$ 25,749

Mining research

Research is conducted to assure a safer environment and working conditions for miners; to reduce health hazards to mine workers; and to develop improved extractive systems through technological advancement of fundamental mining subsystems elements to increase significantly total mining output at less cost and to minimize pollution and damage to the environment.

102,873

107,366

Data Collection and analysis

Technical and economic data on mineral reserves, production and consumption, and international trade are compiled and analyzed and forecasts undertaken for guidance in the formulation of national mineral and energy policies and to assist Federal, State, and local governments and industry in coping with problems of mineral supply and planning for meeting mineral requirements.

14,465

14,664

Bureau of Mines

(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>FY 1976 Actual</u>	<u>FY 1977 Enacted to date</u>
<u>MINES AND MINERALS</u> (continued)			
Engineering, evaluation, and demonstration	Engineering investigations and evaluations are conducted for appraisal of mineral development potential of wilderness and primitive areas as provided under the Wilderness Act; for appraisal of mineral resources in areas affected by water development or other public works; and for the development and review of environmental impact statements as required by the National Environmental Policy Act of 1969. Research and demonstration programs are conducted on the restoration of mined land surfaces, control of subsidence caused by mining, control of fires in inactive coal mines, disposal of mine refuse including culm banks, and for inquiries directed to related activities.	13,056	15,203
Program administration	Provides funds for executive direction and administrative services.	<u>1,402</u>	<u>1,483</u>
Total, Federal Funds, Bureau of Mines		<u>158,818</u>	<u>164,465</u>
Helium Fund (Contract Authority)	<p>The authorized purposes of the Helium Act Amendments of 1960 (Public Law 86-877) are to locate and develop helium reserves and to produce, sell and distribute supplies of helium, and to conserve a sustained supply of helium that will be sufficient to provide for essential Government activities.</p> <p>Contract authority of \$47.5 million is provided annually for the purchase of helium by P.L. 87-122. Government purchases of helium have been terminated however and no new purchases of helium are anticipated at this time.</p> <p>Since its discovery in 1895, the demand for helium grew steadily until the 1950's when defense needs greatly expanded its use. Projection of such demands led to the belief that helium should be extracted and stored for future Government needs. Interior was authorized to enter into helium purchase contracts to store acquired helium for future use. By 1971 significant changes in helium demand had occurred and Interior terminated its agreements with the four contract helium producers. The contracts are no longer in force but suits claiming breach of contract are still pending in the U.S. Court of Claims. The Government currently has enough stored helium to meet its needs until the next century.</p>		

Bureau of Mines  
(Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>FY 1976 Actual</u>	<u>FY 1977 Enacted to date</u>
Helium Fund (continued)	<p>The market for helium produced by the Bureau of Mines is estimated to be 195 million cubic feet, about an eight percent increase over 1976. The Bureau supplies approximately 30 percent of the total domestic market for helium. The Federal agencies and their contractors will purchase approximately 185 million cubic feet directly from the Bureau. The remainder of the Bureau's sales are to a few commercial companies.</p>		
Trust Funds		<u>657</u>	<u>600</u>
Total, Bureau of Mines		<u>159,475</u>	<u>165,065</u>

Bonneville Power Administration

Bureau Mission:

The Bonneville Power Administration constructs, operates and maintains facilities to market electric power produced at Federal hydroelectric generating plants over its high-voltage transmission grid system to public and private utilities and industrial customers in the Pacific Northwest. The Bonneville Headquarters is located in Portland, Oregon; a small (5 people) liaison office is maintained in Washington, D. C.

Major Legislative Authorities:

Federal Columbia River Transmission System Act - P.L. 93-454, 16 U.S.C. 838.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Bonneville Power Administration Fund</u>	<p>The Bonneville Power Administration is authorized by law to use the revenues of the Federal Columbia River Power System and the proceeds of revenue bonds to further the operation, maintenance and further construction of the Federal transmission system in the Pacific Northwest.</p> <p>Upon creation of the BPA fund the Congress provided \$1,250,000,000 of authority to spend public debt receipts. This borrowing authority coupled with operating receipts makes it possible for BPA to fund their program without having to seek new appropriations in FY 1977 or the immediate future. The following represents the program activities and <u>obligations</u> for the BPA fund</p>	0	0
	- operation and maintenance	45,423	48,500
	- purchase power and wheeling	36,212	79,000
	- associated project costs	30,806	43,500
	- transmission system construction	<u>106,119</u>	<u>160,000</u>
	Total, Direct Programs	218,560	331,000
	- Reimbursable program	43,760	36,000
	Total Programs	<u>262,320</u>	<u>367,000</u>
	Net Outlays	<u>-54,208</u>	<u>-31,000</u>

**Small Power Marketing Agencies (Alaska, Southeastern and Southwestern  
Power Administrations)**

**Bureau Missions:**

To market power generated at Corps of Engineers hydroelectric generating plants. The Alaska Power Administration, Headquartered in Juneau, Alaska, also conducts investigations, surveys and studies to determine the most economical and appropriate means of development and utilization of water, power, and related resources in Alaska. The Southeastern Power Administration Headquartered in Elberton, Georgia, operates in a 10-State area of the Southeast. The Southwestern Power Administration is the only small power marketing agency that owns and constructs its own transmission lines. They are Headquartered in Tulsa, Oklahoma, and operate in the 6-State area of Kansas, Oklahoma, Texas, Louisiana, Missouri, and Arkansas.

**Major Legislative Authorities:**

Flood Control Act of 1944 16 U.S.C. - 825a.

**Key Budget Issues:**

Construction of the H. S. Truman line in Missouri - Southwestern Power Administration.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
Alaska Power Administration	Power marketing and water resource studies in Alaska.	\$ <u>1,660</u>	\$ <u>1,890</u>
Southeastern Power Administration	Power marketing.	<u>1,000</u>	<u>1,076</u>
Southwestern Power Administration	Power marketing.	<u>6,760</u>	<u>8,603</u>

Bureau of Indian Affairs

Bureau Mission:

The Bureau provides opportunities for Indians to develop and utilize their potentials and capabilities. The primary emphasis of Federal Indian programs is self-determination--assisting Indians to assume greater responsibility in planning and managing programs for the educational, economic, and social development of their reservations. To this end the established objectives are: achieve a higher standard of living and level of education; encourage and assist Indian tribes to plan, design, administer and supervise programs affecting their destinies; and to offer Indians a choice of remaining at home or migrating to urban areas equipped, in either case, with the skills to live in dignity and equality. It is the mission of the Bureau of Indian Affairs to provide guidance and leadership in obtaining these objectives and the much desired goal of equality for the entire Indian citizenry.

Major Legislative Authorities:

- The Snyder Act of 1921 (25 U.S.C. 13)
- The Johnson-O'Malley Act of 1934 (25 U.S.C. 452 - 456)
- The Indian Financing Act of 1974 (P.L. 93-262, 25 U.S.C. 1451)
- The Indian Self-Determination and Education Assistance Act of 1975 (P.L. 93-638, 25 U.S.C. 450)

Key Budget Issues:

- Self-determination: Is Interior spending its appropriations in accord with tribal priorities?
- Accomplishment: What is really being accomplished at various proposed Bureau of Indian Affairs funding levels?
- Trust and treaty responsibilities: What are they and is Interior funded to meet them?
- Education: Relative funding between BIA (on- vs. Off-reservation, boarding vs. nonboarding) public vs. private schools; criteria for school construction priorities; procedures for awarding scholarship assistance; transfers to State of Alaska.
- Economic development and jobs: What can be done effectively to improve the economic well being of Indians?

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>OPERATION OF INDIAN PROGRAMS</u>			
Education	Operates Federal school facilities where public schools are not available or cannot meet the special needs of Indian children. Grants are made to Indian students attending college. Provides funds to public school districts heavily impacted with Indian students but lacking adequate tax base to provide needed instruction.	\$223,503	\$230,107
Indian Services	Operates programs designed to promote the welfare and development of Indians and Indian communities, including such programs as social services, direct financial assistance, housing, law enforcement, aid to tribal governments, self-determination services.	137,616	155,407

Bureau of Indian Affairs (Continued)

Appropriations/Major Budget Activities	Program and Performance Descriptions	Appropriations (in thousands)	
		F.Y. 1976 Actual	F.Y. 1977 Enacted to Date
<u>OPERATION OF INDIAN PROGRAMS (Continued)</u>			
Economic Development and Manpower Programs	Consists of programs designed to stimulate reservation economies and to assist Indians in qualifying for, finding and occupying jobs, both on and off the reservation.	\$ 72,528	\$ 72,899
Natural Resources Development	Provides for the conservation, development and utilization of Indian land, water and related resources. Assistance is provided for range utilization, timber harvesting, irrigation operations, and minerals development.	36,012	38,681
Trust Responsibilities	This activity is designed to carry out the Bureau's trust and legal responsibilities to protect the rights of Indians in their trust property and those rights affecting trust property that are afforded by tribal autonomy.	23,392	25,521
General Management and Facilities Operation	Provides for general management and for the repair, maintenance, and operation of Bureau facilities.	<u>73,067</u>	<u>80,098</u>
Total, Operation of Indian Programs		<u>566,118</u>	<u>602,713</u>
<u>CONSTRUCTION</u>			
Buildings and Utilities	Construction of and additions to schools, dormitories, employee quarters, office and other buildings, improvement to sewer systems and waterworks; and contracting with State education agencies to provide school facilities on or adjacent to reservations.	49,022	47,091
Irrigation Systems	Construction, extension and rehabilitation of irrigation projects and related power systems on Indian reservations.	<u>31,650</u>	<u>30,010</u>
Total, Construction		<u>80,672</u>	<u>77,101</u>

Bureau of Indian Affairs (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
Road Construction	Construction of roads on Indian reservations is designed to assist the social and economic development of Indian communities through more efficient movement of people and goods. The demand for roads is derived from present and prospective needs of the community.	\$ 76,705	\$ 75,870
Revolving Fund for Loans	This fund and miscellaneous tribal funds provide the only source of financing for Indians who cannot borrow from other Government credit agencies or from ordinary commercial lenders because of their low economic status, isolated geographic location or lack of bankable security.	3,000	--
Loan Guaranty and Insurance Fund	The purpose of this fund is to support a program of guaranteeing or insuring loans made by commercial lending institutions to Indians and to tribes and other Indian organizations for economic development purposes.	10,000	15,000
Alaska Native Fund	Payments are made to Natives and Native groups of Alaska for settlement of certain land claims and for other purposes, as authorized by P.L. 92-203, December 18, 1971.	<u>71,600</u>	<u>30,000</u>
Total, Annual Definite		808,095	800,684
Permanents and Trust Funds	Includes payments to fulfill treaties, revenues derived from the operation and maintenance of Indian Irrigation Systems and tribal funds used by tribes with the approval of the Secretary for the conduct of tribal operations.	<u>266,873</u>	<u>281,955</u>
Total, Bureau of Indian Affairs		<u>1,074,968</u>	<u>1,082,639</u>

OFFICE OF TERRITORIAL AFFAIRS

Bureau Mission: The Office of Territorial Affairs has two broad objectives for the territories for which the Secretary of the Interior has responsibility. These objectives are to promote the economic, social, and political development of the areas, leading toward a goal of self-government for each of them, and to further international peace and security by conducting territorial affairs in close coordination with the defense and foreign policies of the United States. The degree to which the Office of Territorial Affairs conducts activities to further these objectives in a specific territory depends on the status of the territorial government, its relationship to the Secretary of the Interior, and the extent of development already achieved within the territory.

Major Legislative Authorities:

Guam Organic Act, and amendments, Act of July 1, 1950.  
 Virgin Islands Organic Act, and amendments, Act of July 22, 1954.  
 Civil Government for Trust Territory of the Pacific Islands, Act of June 30, 1954.  
 American Samoa, Act of February 20, 1929; E.O. 10264 of June 29, 1951; DOI S.O. 2657 of August 29, 1951.

Key Budget Issues:

Level of support for the Government of the Trust Territory of the Pacific Islands and American Samoa (both are preponderantly financed by Interior grants).  
 Level of supplementary support for Guam and the Virgin Islands (both of which are largely self-financing) to stimulate their economy in order to increase local revenues.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<u>Annual definites</u>			
<u>Administration of Territories (Total)</u>		<u>\$27,753</u>	<u>\$23,846</u>
Guam, Economic Development fund	Funds are granted to Guam, which in turn deposits the funds to their Economic Development loan fund to be lent to residents of Guam who cannot obtain regular financing for development projects.	1,000	1,000
American Samoa	Expenses of the Governor's Office, Chief Justice of the High Court, and grants to American Samoa for support of governmental functions.	26,753	22,846
<u>Trust Territory of the Pacific Islands (Total)</u>	Expenses of the High Commissioner's Office, Judiciary, Government Comptroller and grants to the Trust Territory for support of governmental functions.	<u>86,438</u>	<u>79,077</u>
<u>Bikini ex-gratia payments (Total)</u>	A ex-gratia payment to the people of Bikini Atoll in the Marshall Islands as a result of the atomic test program.	<u>3,000</u>	--
<u>Micronesian Claims Fund (Total)</u>	For settlement of claims of Micronesian inhabitants of the Trust Territory of the Pacific Islands resulting from hostilities of World War II.	<u>10,000</u>	--
<b>Total, Annual definites</b>		<u><u>127,191</u></u>	<u><u>102,923</u></u>

OFFICE OF TERRITORIAL AFFAIRS (Cont'd)

Bureau or Office

Appropriations/Major  
Budget Activities

Program and Performance Descriptions

Appropriations (in thousands)

F.Y. 1976                      F.Y. 1977  
Actual                              Enacted to Date

Permanents

Government Comptroller for  
Guam (Total)

Expenses for the Government Comptroller Office for Guam. Funding for this comes from tax funds due the Government of Guam under the Guam Organic Act.

\$ 600                              \$ 256

Internal Revenue Collections for  
the Virgin Islands

Custom revenues collected by the U.S. Treasury Department on goods imported from the Virgin Islands to the U.S. mainland are paid back to the Virgin Islands for use in supporting governmental functions. Expenses for the Office of the Federal Comptroller for the Virgin Islands are also paid from these funds.

17,284                              19,000 E

TOTAL, OFFICE OF TERRITORIAL AFFAIRS

145,075                              122,179

Office of the Solicitor

Bureau Mission:

The Solicitor is the principal legal adviser to the Secretary and the chief law officer of the Department. He is responsible for and has supervision over all of the legal work of the Department, with the exception of that performed by the Office of Hearings and Appeals, and specified territorial matters. In addition to the legal work directly concerned with the programs and activities of the Department, the Office of the Solicitor handles matters relating to torts, other claims, and inventions (patents) by personnel of the Department. The Solicitor's Office consists of five headquarters divisions, eight regional, and 20 field offices.

Major Legislative Authorities:

Authorization Act:

P.L. 448, ch. 494, 60 Stat. 312; 43 U.S.C. 1445 - Solicitor; appointment duties.

P.L. 89-554, 80 Stat. 415, U.S.C. 3105 Secs. 556-557 - appointment of hearings examiners.

Key Budget Issues:

Continued rapid expansion in areas such as energy, environment, Indian rights and large-scale power and development contracts will require a fully responsive competent legal unit to meet these needs. The objective of the Office is to continue efforts to transform this Office into such a unit.

Appropriations/Major  
Budget Activities

Program and Performance Descriptions

Appropriations (in thousands)

F.Y. 1976

F.Y. 1977

Actual

Enacted to Date

SALARIES AND EXPENSES

Legal Services

This Office furnishes legal service to the Secretary and the heads of the constituent bureaus of the Department. All attorneys and auxiliary personnel, with the exception of those in the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands and in the Office of Hearings and Appeals, are under the supervision of the Solicitor.

TOTAL

\$11,598

\$12,371

**Office of the Secretary**

**Bureau Mission:**

The Secretary of the Interior, as the head of the Department of the Interior, reports directly to the President and is responsible for the direction and supervision of all activities of the Department. He also has certain powers or supervisory responsibilities relating to Territorial government. These accounts provide funding for the executive and policy direction of the Department and for certain centrally funded Departmental programs.

**Major Legislative Authorities:**

Department of the Interior establishment; 43 U.S.C. 1451, R.S. 437, 9 Stat. 395: Departmental direction, program direction and coordination, administrative management, general services, Office of Hearings and appeals, Natural resources library, Johnny Horizon.

**Key Budget Issues:**

Provision of the funds and manpower necessary to carry out the Secretary's responsibilities.  
 Establishment of a viable organization concerning Ocean Mining activities.  
 Study of the National Petroleum Reserve in Alaska.

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<b><u>SALARIES AND EXPENSES</u></b>			
Departmental direction	The Office of the Secretary, Under Secretary, and the Office of Communications provide top departmental direction and contact with the public. The Office for Equal Opportunity administers the Department's responsibilities under the Government-wide contract compliance and equal opportunity programs. Development and implementation of program and budget policy, economic analysis, environmental, and legislative review are also included in this activity.	\$ 7,918	\$ 8,327
Program direction and coordination	Four assistant secretaries advise and assist the Secretary on matters of policy for promoting the domestic welfare and the conservation and development of the country's resources, and emergency preparedness activities.	2,188	2,431
Administrative management	Under the direction of the Assistant Secretary - Administration and Management, financial management, management improvement, property management, personnel, administrative services, inspection, investigation and internal audit and security operations are conducted.	7,099	7,485

**Office of the Secretary (Continued)**

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<b><u>SALARIES AND EXPENSES (Continued)</u></b>			
General services	Printing and binding, telephone, space, and health services are provided under this activity.	\$ 2,051	\$ 2,377
Total, Salaries and Expenses		<u>19,256</u>	<u>20,620</u>
<b><u>DEPARTMENTAL OPERATIONS</u></b>			
Office of Hearings and Appeals	Provides the quasi-judicial responsibilities of the Department of the Interior. Administrative law judges and formal boards of appeals render decisions in cases pertaining to: (a) contract disputes; (b) Indian appeals; (c) public and acquired lands and their resources; (d) submerged offshore lands of the Outer Continental Shelf; (e) mine health and safety; (f) personnel grievances; (g) environmental impact; (h) enforcement of the importation and transportation of rare and endangered species; (i) environmental quality; (j) uniform relocation assistance and real property appeals; and (k) Alaska Native claims appeals.	5,458	5,141
Office of Library and Information Services	Provides library services and information necessary to the Department in carrying out its role. This includes, in addition to the Washington area, over 1,500 field installations.	2,141	1,814
Johnny Horizon Program Office	Provide the department-wide direction and supervision of the Johnny Horizon antilitter program (established by P.L. 91-419) which was abolished prior to F.Y. 1977.	305	--
Office of Minerals Policy Research and Analysis	Provides a focal point for the Federal mineral policy development program. The Office has responsibility for minerals policy analysis, minerals conservation and mineral-related research and development program planning.	1,484	2,198
Office of Aircraft Services	Provides for headquarters staff operation in contracting and chartering airplanes and also for the purchase of aircraft for the Alaskan operation.	2,282	1,597

Office of the Secretary (Continued)

<u>Appropriations/Major Budget Activities</u>	<u>Program and Performance Descriptions</u>	<u>Appropriations (in thousands)</u>	
		<u>F.Y. 1976 Actual</u>	<u>F.Y. 1977 Enacted to Date</u>
<b><u>DEPARTMENTAL OPERATIONS (Continued)</u></b>			
Emergency Preparedness	Consolidates emergency preparedness functions of electric power, minerals, solid fuels, petroleum, gas, and water into a departmental office.	\$ 288	\$ 440
Outer Continental Shelf Program	Coordinates departmental OCS activities and acts as liaison with States and industry.	408	636
General Services	Provides printing, binding, telephone, space and other services, which had been withdrawn from other activities in 1977.	--	1,100
Total, Departmental Operations		<u>12,366</u>	<u>12,926</u>
Salaries and Expenses (Special foreign currency program)	Under this program the Department provides leadership and support in the conduct of selected research projects carried out by foreign nations. Payments are made in foreign currencies which the Treasury determines to be excess to normal requirements of the United States. ( <u>Legislative Authority</u> : Mutual Educational and Cultural Exchange Act of 1961, P.L. 87-256, U.S.C. 451.)	1,494	907
<b><u>PERMANENT AUTHORITY</u></b>			
Litter Prevention and Cleanup	P.L. 91-419 permanently appropriates to the Secretary of the Interior royalty fees from the manufacture, reproduction, or use of the character "Johnny Horizon" for public service antilitter programs to maintain the beauty and utility of the Nation's public lands. ( <u>Legislative Authority</u> : 18 U.S.C. 714, P.L. 91-419; 43 U.S.C. 1451)	11	25
Total, Office of the Secretary		<u>33,127</u>	<u>34,478</u>

## Receipts

Money collected by the Department of the Interior is received from a variety of sources and have an impact both on the budget authority and expenditures of the Department. Depending on the nature of the transaction, receipt collections may be treated as (1) governmental budget receipts, or (2) offsetting collections.

### 1. Governmental receipts

These collections arise from the sovereign and regulatory powers unique to the government and are not an offset against budget authority and outlays. Some examples of governmental receipts are: registration and filing fees; fines and penalties imposed by the Mining Enforcement and Safety Administration; and migratory bird hunting stamps. Over \$63 million was collected in 1976, and an estimated \$68 million will be collected in 1977.

### 2. Offsetting collections

A. Proprietary receipts. These collections arise as a result of business type transactions with the public, e.g. sale of timber, receipts from issuance of oil and gas leases, royalties collected, rent of land, equipment, sale and transmission of electric energy, admission permits to parks, receipts from business concessions, etc. These are known as proprietary receipts and are offsets against budget authority and outlays of the Department of the Interior. Until a few years ago, Outer Continental Shelf receipts from the sale and collection of rents and bonuses and royalties from these leases were also offset against the budget authority and outlays of the Department of Interior. Since the 1976 budget submission, however, these receipts (estimated between \$2.6 and \$3.1 billion) have been shown as an offset against budget authority and outlays of the total government.

B. Intrabudgetary transactions. These are deposits in receipt accounts that are payments from other appropriations or funds. These transactions are of three types:

- (1) Federal intrafund. Payments from Federal funds to general or special receipt accounts. These are deducted by the agency receiving credit for the payment. For example, interest on investments on the Colorado River project and interest on advances to the Colorado River Dam Fund, Boulder Dam project are collected by the Bureau of Reclamation but deducted as an offset receipt by the Treasury.

- (2) Trust intrafund. Payments from trust funds to trust receipt accounts. This is mainly the Federal payment to the Alaska Native fund or awards of Indian Claims Commissions in the Bureau of Indian Affairs receipts. These are offsets both against budget authority and outlays of the Department of the Interior.
- (3) Interfund transactions. These are Federal fund payments to a trust fund or vice versa. These are not deducted by Interior but deducted government-wide. An example is interest on an endowment fund, Birthplace of Abraham Lincoln collected by Interior but credited government-wide.

#### General, special and trust fund receipts

General fund receipts. These are receipts not earmarked by law for a specific purpose and from general borrowing. They are used for the general purposes of the Government through various general fund accounts. General fund receipts can be governmental or proprietary. An example of general-governmental receipts are filing fees on oil and gas leases or fines, penalties and forfeitures paid to the Mining Enforcement and Safety Administration. A general-proprietary receipt is one which is part of formula to distribute funds in accordance with law. For instance, 25 percent of Oregon and California timber sale receipts are deposited to a general fund receipt account, while the balance is deposited to two special receipt accounts. In this case, the general and special receipts are proprietary receipts.

Special fund receipts. Certain receipts collected by various Bureaus of the Department of the Interior are required by law to be distributed for a specific purpose. For example a portion of mineral leasing revenues, timber and grazing receipts are paid to the States in which collected. Also, distribution is made to the Reclamation Fund and the Land and Water Conservation Fund, as well as other accounts.

Trust receipts. Funds collected and used by the Federal Government for carrying out specific purposes and programs according to terms of a trust agreement or statute. Trust funds are administered by the Government in a fiduciary capacity and are not available for the general purposes

of the Government. Trust fund receipts that are not anticipated to be used in the immediate future are generally invested in interest bearing Government securities and earn interest for the trust fund. The Bureau of Indian Affairs trust receipts amounted to \$248 million in 1976 and are estimated to be \$267 million in F.Y. 1977.

DEPARTMENT OF THE INTERIOR

Estimated Offsetting Receipts (includes Trust Receipts)  
F.Y. 1960 - 1977

(In millions of dollars)

<u>Fiscal Year</u>	<u>Amount</u>
1960	\$ 488
1964	730
1968	596
1972	751
1976	1,132
1977	1,253

Outer Continental Shelf Receipts Collected by  
Department of the Interior but Credited as  
Offsetting Receipts Government-wide since  
F.Y. 1974

1960 (actual)	229
1964 "	16
1968 "	961
1972 "	279
1976 "	2,662
1977 Current Estimate	2,600

## Permanent, Indefinite and Trust Authority

### Permanent authority

Budget authority that becomes available as the result of previously enacted legislation (substantive legislation or prior appropriations act), and does not require current action by the Congress. Authority created by such legislation is considered to be current in the first year in which it is provided and permanent in the succeeding years. For example, 50 percent of the receipts of Oregon and California land grant funds are paid to the counties in which the lands are situated. Also, the states are paid 50% of the grazing fee receipts from public domain lands outside grazing districts. These amounts are considered Permanent Appropriations.

### Indefinite authority

Authority for which the amount is not stated but is to be determined by subsequent circumstances, such as an appropriation of all or part of the receipts from a certain source. Under provisions of the Oregon and California Act of 1937, 25% of the total receipts collected during the current fiscal year shall be available for use in the Oregon and California land-grant counties of western Oregon. These amounts are then appropriated under the Oregon and California Grant Lands appropriation. Also certain range improvement fees collected under provisions of section 3 and 10 of the act of

June 28, 1934 shall determine the amount of the Range Improvement appropriation.

Trust Fund Authority

Funds collected and used by the Federal Government for carrying out specific purposes and programs according to a trust agreement or statute. Trust funds are administered by the Government in a fiduciary capacity and are not available for the general purposes of the Government.

As an example contributions made by users of the Federal range are used for the administration and protection of grazing lands. The Bureau of Indian Affairs miscellaneous trust accounts are the largest in the Department of the Interior and are estimated to be \$267 million in the 1977 budget.

Total budget authority from these sources estimated in the 1977 budget are as follows:

(in thousands of dollars)	
Permanent	272,053
Indefinite	51,535
Trust	<u>302,452</u>
Total	<u>626,040</u>

## Employment Ceilings

Recent Presidents of both parties have been keenly interested in Federal civilian employment levels as a separable issue from funding levels. As a result, civilian levels have been controlled through the use of "end of year employment ceilings" in a system prescribed in OMB Circular A-64. Essentially, Secretaries are expected to accomplish their programs within specified employment levels which are not to be exceeded.

Ceilings are allocated by OMB to each Department and suballocated by each Department to its bureaus and offices. Adjustments to the total departmental level can be made by OMB; the Secretary can adjust levels between bureaus. These ceilings are established for "permanent positions" and "total positions" (which include temporary and certain other categories of employment). The current Department ceilings are approximately 60,000 for "permanents" and 81,000 in total, The distribution by Bureau is attached.

Employment ceiling levels have been a contentious issue between Congress, the Administration and various citizen groups with the Administration trying to hold employment levels below those desired by Congressional and certain citizen groups.

DEPARTMENT C 3 INTERIOR

Actual Employment October 31, 1976, Compared with September 30, 1977, Ceiling

Bureau or Office	September 30, 1977 Ceiling			Actual Employment 10/31/76			Increase or Decrease (-)		
	Permanent Positions	Other Positions	Total	Permanent Positions	Other Positions	Total	Permanent Positions	Other Positions	Total
Bureau of Land Management	5,155	2,700	7,855	4,869	2,608	7,477	-286	-92	-378
Office of Water Res.& Tech.	78	8	86	63	4	67	-15	-4	-19
Fish and Wildlife Service	4,352	1,600	5,952	4,189	1,539	5,728	-163	-61	-224
National Park Service	8,076	6,850	14,926	7,674	6,235	13,909	-402	-615	-1,017
Bureau of Outdoor Recreation	427	32	459	425	30	455	-2	-2	-4
Geological Survey	9,404	2,600	12,004	9,035	2,729	11,764	-369	129	-240
Bureau of Mines	2,844	350	3,194	2,905	408	3,313	61	58	119
Mining Enforcement & Safety Administration	3,303	140	3,443	3,059	111	3,170	-244	-29	-273
Bureau of Indian Affairs	13,127	5,500	18,627	13,311	5,558	18,869	184	58	242
Office of the Solicitor	423	17	440	403	14	417	-20	-3	-23
Office of the Secretary	1,520 <sup>1/</sup>	162	1,682	1,460	139	1,599	-60	-23	-83
Subtotal	48,709	19,959	68,668	47,393	19,375	66,768	-1,316	-584	-1,900
Bureau of Reclamation	8,183	400	8,583	8,477	713	9,190	294	313	607
Alaska Power Admin.	38	--	38	35	2	37	-3	2	-1
Bonneville Power Admin.	3,113	400	3,513	3,045	364	3,409	-68	-36	-104
Southeastern Power Admin.	37	--	37	35	--	35	-2	--	-2
Southwestern Power Admin.	171	18	189	157	21	178	-14	3	-11
Subtotal	11,542	818	12,360	11,749	1,100	12,849	207	282	489
Joint Cooperating Comm. Res.	7	--	7	--	--	--	-7	--	-7
GRAND TOTAL	60,258	20,777	81,035	59,142	20,475	79,617	-1,116	-302	-1,418

<sup>1/</sup> Includes 203 for the Office of Territorial Affairs.

Office of Budget  
November 17, 1976

APPROPRIATIONS HISTORY  
1964 - 1977

Comparison of Interior Budget 1960 - 1977  
 Department of the Interior Appropriations Compared with Total Government Budget Authority  
 (In millions of dollars)

	F.Y. 1960	F.Y. 1964	F.Y. 1968	F.Y. 1972	F.Y. 1976	F.Y. 1977
Department of the Interior						
Appropriations Summary						
Annual Definite	632	1,036	1,667	2,257	3,210	3,666
Annual Indefinite	13	18	19	21	45	52
Permanent	101	118	151	207	314	272
Trust	82	104	128	127	270	302
Total, Gross Appropriations	828 <sup>1/</sup>	1,276 <sup>1/</sup>	1,965	2,612	3,839	4,292
Total, Offsetting Receipts	-488 <sup>1/</sup>	-730 <sup>1/</sup>	-596	-751	-1,132	-1,253
Net, Appropriations	<u>340</u>	<u>546</u>	<u>1,369</u>	<u>1,861</u>	<u>2,707</u>	<u>3,039</u>
Comparison: Interior Gross to Total Government						
Department of the Interior Gross Appropriations	828	1,276	1,965	2,612	3,839	4,292
Total Government	101,016	132,635	201,928	267,599	462,631 <sup>2/</sup>	495,777 <sup>4/</sup>
% Interior to Total Government	.820	.962	.973	.976	.830	.866
Comparison: Interior net to Total Government						
Net Appropriations, Dept. of Interior	340	546	1,369	1,861	2,707	3,039
Net Budget Authority, Total Government	97,209 <sup>3/</sup>	127,140 <sup>3/</sup>	190,649	248,097	408,365	433,409

1/ Trust receipts computed on basis of total trust fund budget authority, excludes Outer Continental Shelf receipts.

2/ 1976 Budget Authority as shown in the 1977 Budget.

3/ Approximate - Governmental Budget was not on the "unified" basis adopted by 1968.

4/ 1977 Budget Authority as shown in the F.Y. 1977 Budget.

Office of Budget  
November 18, 1976

DEPARTMENT OF INTERIOR

Distribution of Annual Definite Appropriations  
 FY 1960, FY 1964, FY 1968, FY 1972, FY 1976, and FY 1977  
 (In millions of dollars)

	F.Y. 1960	F.Y. 1964	F.Y. 1968	F.Y. 1972	F.Y. 1976	F.Y. 1977
<u>Land and Water Resources</u>						
Bureau of Land Management	28	48	66	97	228	239
Office of Saline Water/Water Research and Technology	4	12	33	41	18	19
Bureau of Reclamation	256	353	314	401	638	966
Subtotal, Land and Water Resources	288	413	413	539	884	1,224
<u>Fish, Wildlife and Parks</u>						
Bureau of Outdoor Recreation	--	2	124	365	323	403
Fish and Wildlife Service	28	47	61	86	147	150
National Park Service	79	113	128	242	350	363
Subtotal, Fish, Wildlife and Parks	107	162	313	693	820	916
<u>Energy and Minerals</u>						
Geological Survey	42	64	87	131	273	306
Mining Enforcement and Safety Admin.	--	--	--	--	84	94
Bureau of Mines	29	46	68	179	159	164
Alaska Power Administration	--	--	--	--	2	2
Bonneville Power Admin.	31	50	129	119	--	--
Southeastern Power Admin.	1	1	1	1	1	1
Southwestern Power Admin.	2	4	7	6	7	9
Subtotal, Energy and Minerals	105	165	292	436	526	576
Bureau of Indian Affairs	116	208	245	446	808	801

(In millions of dollars)

	F.Y. 1960	F.Y. 1964	F.Y. 1968	F.Y. 1972	F.Y. 1976	F.Y. 1977
Office of Territorial Affairs	8	28	46	87	127	103
Office of the Solicitor	3	4	5	7	12	12
Office of the Secretary	3	4	7	16	33	34
<b>Total, Department of the Interior - Current Organization</b>	<b>630</b>	<b>984</b>	<b>1,321</b>	<b>2,224</b>	<b>3,210</b>	<b>3,666</b>
<b>Previous Bureaus and Offices:</b>						
Office of Coal Research	--	5	11	31 <sup>a/</sup>	--	--
Office of Minerals Exploration	1	1	--	-- <sup>b/</sup>	--	--
Office of Oil and Gas	1	1	1 <sup>c/</sup>	2 <sup>b/</sup>	--	--
Federal Water Quality Admin.			295 <sup>c/</sup>	--	--	--
The Alaska Railroad		20				
Bureau of Commercial Fisheries	--	25	39 <sup>d/</sup>			
<b>Subtotal, Previous Bureaus</b>	<b>2</b>	<b>52</b>	<b>346</b>	<b>33</b>	<b>--</b>	<b>--</b>
<b>GRAND TOTAL, DEPARTMENT OF THE INTERIOR</b>	<b>632</b>	<b>1,036</b>	<b>1,667</b>	<b>2,257</b>	<b>3,210</b>	<b>3,666<sup>e/</sup></b>

<sup>a/</sup> Transferred to ERDA.

<sup>b/</sup> Transferred to FEA.

<sup>c/</sup> Transferred in accordance with Reorganization Plan No. 3 of 1970.

<sup>d/</sup> Transferred in accordance with Reorganization Plan No. 4 of 1970.

<sup>e/</sup> Amounts shown do not include pending pay or program supplementals.

Office of Budget  
November 16, 1976

BUDGET PROCESS AND CHANGE  
INSTRUMENTS

## FISCAL YEAR 1978 BUDGET DEVELOPMENT PROCESS

### Initial Budget Allowance from OMB

In February of 1976 the Director of the Office of Management and Budget sent his customary letter to the Department outlining the major features of the current or fiscal year 1977 budget applicable to the Department and at the same time transmitted an initial departmental planning allowance for fiscal year 1978. This was a single gross figure for the Department as a whole less offsetting deductions (receipts) arriving at a net figure. There was a separate figure for related budget outlays. A copy of this letter for fiscal year 1977 is attached at appendix A.

### Initiation of the Fiscal Year 1978 Budget Process

Upon receipt of the planning allowance from OMB a "Budget Formulation Process" memorandum was issued by the Secretary outlining the process to be used for this year's budget (see appendix B). Briefly the steps and the tentative schedule were as follows:

- May 15 - Submission of Program Strategy Papers by each bureau through its Assistant Secretary.
- May 1- June 15 - Review of Program Strategy Papers by Assistant Secretary - Program Development and Budget (PDB).
- July 1 - Distribution of Assistant Secretary - Program Development and Budget's initial in-target allocation plus analysis papers to bureaus and offices for their review and comment.

- July 10-20 - Meetings with Bureaus and Offices to discuss PDB analysis papers.
- August 1 - Tentative Secretarial allocation of the 1978 budget.
- August 10 - Appeals by Bureaus and Offices of August 1 allocation.
- August 20 - Final Secretarial decisions.
- Sept. 15 - Submission of Departmental Budget to OMB.

Program Strategy Papers

As noted above, each Bureau, upon receipt of its planning allowance prepares Program Strategy Papers for the coming year. These papers addressed to the Secretary are brief and concise and provide an overview of the Bureau's program goals, plans, priorities and financial proposals. The papers address the problems and issues that the Bureau believes require resolution in the budget process.

One section of the Program Strategy Papers consist of a financial priority analysis table. This table displays Bureau programs according to appropriations, activities and subactivities. For fiscal year 1978 four priority levels were requested:

- (a) at 106% of the prior year budget level.
- (b) at 112% of the prior year budget level.

(c) An unconstrained level except -

(d) Should a bureau level (c) exceed 125% of the prior year's budget - place them in a fourth category.

#### Analysis of Strategy Papers

Upon receipt of the Program Strategy Papers, the Assistant Secretary - Program Development and Budget and his staff in the Office of Policy Analysis and the Office of Budget reviewed them and formulated an initial departmental budget which met the OMB target allowance for the Department as a whole. The Office of Policy Analysis then prepared an analysis for each Assistant Secretary which

- described the distribution of the in-target allocation to the Bureaus and Offices;
- compared the in-target allocations with the unconstrained requests noting the potential problems if the in-target allocation were to hold;
- constructed alternatively higher levels of funding in priority order and explained the relative payoffs; and
- raised any unresolved major policy issues which needed resolution to make budget decisions.

#### Meetings with Assistant Secretaries

The analysis papers were then discussed in a series of meetings with the Assistant Secretaries and their Bureau heads. The major problems

and issues were reviewed, especially as to how they fit into the relative program priorities within a bureau or assistant secretariat. The Secretary attended these meetings. Typically, a new OMB allowance letter is received about this time. (See appendix C for fiscal year 1977 letter.)

#### Secretarial Decisions

Based on the aforementioned meetings, the Assistant Secretary - Program Development and Budget and his staff (Policy Analysis and Budget) then prepared recommendations to the Secretary regarding the appropriate budget level and allocation for fiscal year 1978. The Secretary then heard appeals and made final decisions with respect to the fiscal year 1978 budget request. Copies of the fiscal year 1977 letters are provided in appendix D.

#### Preparation of Budget Estimates

Detailed instructions on the preparation of Budget Estimates were then prepared by the Office of Budget and sent out to the Bureaus. The Bureaus prepared the budget estimates and forwarded them to the Assistant Secretary - Program Development and Budget for review. The Estimates were then forwarded to the Office of Management and Budget.

#### Submission of Fiscal Year 1978 Department of the Interior Budget to the Office of Management and Budget

The formal budget submission was sent by the Secretary on September 15 and highlighted Interior's proposals for fiscal year 1978 noting the key programmatic decisions reflected in the Estimates. A copy of the fiscal year 1977 letter is provided in appendix E.

### Budget Allowances

The Department of the Interior customarily receives its allowance for use in the President's budget in informal meetings with staff from the Office of Management and Budget late in November. If the Secretary believes that specific appropriation allowances will not permit the accomplishment of high priority projects or programs, an appeal can be made by the Secretary to the Director of the Office of Management and Budget. Should a major issue or policy still not be resolved, the Secretary may appeal to the President through the Office of Management and Budget. Typically, appeals are resolved about Christmas.

### Revision of Estimates to Conform to Allowances

Upon receipt of allowances (and the final results of appeals), the Bureaus and Office of Budget revise the appropriation language sheets and supporting schedules on hand at OMB in order to provide the printers copy for the "Budget of the United States" which is submitted to Congress in mid-January.

### Congressional Justifications

The Budget Estimates submitted to the Office of Management and Budget, in addition to appropriation language, detailed schedules, and other tables used in preparing the Budget of the United States, contain narrative justifications program statements, maps and other data.

These are revised to conform to the budget allowance before they are reissued as "Congressional Justifications" and forwarded to the Appropriations subcommittees within several days after the President submits his budget.

Formal Presentation to the Congress

The fiscal year 1978 budget together with a budget message will be presented to the Congress by the President on January 17, 1977.

The Secretary typically issues a Press statement simultaneously describing the Interior portion of the President's Budget. (A copy of the fiscal year 1977 statement is in appendix F.)

## Appropriation Process

### Budget Presented to Congress

The budget is presented to Congress by the President in mid-January.

### Justifications to Congress

Congressional budget justifications for each bureau and office are submitted to the appropriate Appropriation Subcommittee in the House and Senate within a few days of the President's budget presentation.

### Congressional Hearings

Hearings on Interior budget are conducted by the "Interior and Related Agencies" and "Public Works" Appropriations Subcommittees in the House and Senate. These hearings commence in early February and continue through March. The Secretary of the Interior is traditionally the opening witness at each of the subcommittee hearings (four hearings in all - copies of the Secretary's formal statements are in appendix G). Each bureau or office has its own hearing, at which the bureau director and appropriate staff members testify. Frequently there are overview hearings, e.g., "Energy Policy" at which an Assistant Secretary and his bureau directors will testify.

### Congressional Markup and Passage

The House and Senate Appropriation Subcommittees after hearings on each bureau and office will then decide on the amounts and language to appear in the Appropriation Bill. This is called marking up. These decisions are submitted to the full Appropriation Committee which votes on the recommendations and prepares a "Report" which includes remarks and

explanations of the decisions. Differences between the House and Senate reports are resolved in a "Conference" between members of the two bodies and a "Conference Report" is then issued. This report is then voted on by the two bodies and when passed is sent on to the President for signature.

The House and Senate Reports for the Department's F.Y. 1977 budget request for Interior and Related Agencies Appropriations were issued in June, the Conference Report on July 1, and signed by the President on July 31, 1976. The Public Works Appropriation Bill was reported out by the House on June 8th, the Senate on June 17th, Conference on June 24th and signed by the President on July 12, 1976.

REQUESTS FOR ADDITIONAL FUNDING:  
AMENDMENTS AND SUPPLEMENTALS

Once the Department has submitted its current year budget request to the Office of Management and Budget there are basically only two avenues open to obtain additional funding--amendments or supplementals. Typically, requests for amendments or supplementals will be considered by the Administration only if the need is caused by circumstances not foreseeable at the time the annual budget estimate was submitted or the result of subsequent action by Congress.

The specific criteria announced by OMB in Circular No. A-11 is:

"Requested supplementals and amendments, including proposed changes in administrative expense limitations or authorizations of Government corporations and trust funds, will be considered only when: (a) existing law requires payments to be made within the fiscal period (e.g., pensions, grants, etc.); (b) liability accrues under the law, and it is in the Government's interest to liquidate the liability as soon as possible (e.g., claims on which interest is payable); (c) an emergency situation arises that requires unforeseen outlays for the preservation of life or property; (d) increased workload is uncontrollable except by statutory change; (e) new legislation enacted after the submission of the annual estimate will require additional funds within the fiscal period."

Amendments

Once the President has delivered his budget message and prior to enactment of an appropriation bill the President may forward to Congress a document amending his budget request. An amendment of this type would be requested by the Department (in a letter with supporting justifications to the Director, OMB), approved

in whole or part by the Office of Management and Budget and forwarded to the Congress in a formal document by the President. The appropriate committees of Congress have hearings on such amendments together with regular budget requests.

#### Supplementals

After Congress enacts an appropriation bill, a request for additional funding above the appropriation level is referred to as a "supplemental." Supplemental budget requests are processed in the same manner as budget amendments i.e., they are requested by the Department, approved in whole or part by the Office of Management and Budget and forwarded to Congress over the President's signature.

The need for the supplemental appropriation must be fully justified, the reason for its omission from the regular estimate explained and the reason given why it is considered essential that the appropriation be granted during the period rather than obtaining the money in a regular appropriation the following year or diverting funds from some other program or project of lesser priority.

Examples of documents transmitting amendments and supplemental requests are

## RESCISSIONS AND DEFERRALS

The Congressional Budget and Impoundment Act, enacted in July 1974 provided new procedures for executive reporting and Congressional review of actions by the Executive Branch. Under this law the normal course of Federal spending may be altered either through deferrals or rescissions by the Executive Branch. In each case, the President must send a special document to Congress proposing the rescission or deferral. For a rescission to take effect, Congress must enact a rescission bill within 45 Congressional session days of receipt. Deferrals take effect automatically unless either House of Congress enacts a resolution stating that the funds involved will be made available for spending. If a proposed rescission bill is not enacted or a deferral is overturned, the funding involved must be made available immediately for obligation. No funds may be withheld from obligation by anyone in the Executive Branch unless the President sends a rescission or deferral document to Congress. Examples of a Presidential document and supporting statements are attached.

The Department of the Interior has had numerous deferrals and rescissions proposed by the Administration since the inception of the Act. A number of these have subsequently been released by the Office of Management and Budget or overturned by the Congress.

There is attached a list of items deferred as of November 1, 1976 and one item, Helium contract authority, proposed for rescission. All of the current deferrals and proposed rescissions are technical in nature and represent authority that the Department ordinarily would not program for use in this fiscal year.

Witnesses from the Department have appeared before the appropriate House Subcommittee on Appropriations in support of the Administration's proposed deferrals and rescissions coming within the jurisdiction of that Subcommittee.

## Requirements for Reprogramming of Appropriated Funds

The Congressional Appropriations Committees expect the Department to spend funds as they have appropriated them--deviations from the approved program require a formal reprogramming proposal which must be approved by both the Office of Management and Budget and the Appropriations Committees.

The House and Senate Appropriations Subcommittees on Interior provided specific reprogramming instructions in their Reports which accompanied the fiscal year 1975 Appropriations Act.

The Subcommittees on Public Works require similar procedures, although they do allow a 15% deviation from the estimated costs of construction projects.

The following is an excerpt from pages 12 and 13 of the House Appropriations Subcommittee on Interior's report on the 1975 Appropriations Act. This defines the constraints under which the Department operates with regard to the reprogramming of appropriated funds:

### Reprogramming Procedures

The House Committee on Appropriations for many years has had an informal agreement with the various agencies and bureaus funded in the Department of Interior and Related Agencies appropriation bill with respect to guidelines and procedures for reprogramming funds by deferring approved projects and utilizing funds appropriated for these projects to accomplish others.

It has come to the attention of the Committee that the practice of requesting approval for reprogramming or notifying the Committee about reprogramming actions is not uniformly understood by the 27 various agencies funded in this bill.

The Committee is well aware of the need of the administering agencies to reprogram funds to carry out an effective program. Changing conditions due to various factors may result in variations of cost estimates. However to maintain integrity in the appropriation process the Committee must be kept fully appraised of all proposed reprogrammings of projects and programs within each activity undertaken by the agency involved.

It is with this thought in mind that the Committee has established the following criteria, generally parallel to those guidelines established in Senate Report No. 971, 88th Congress, 2d session for all reprogrammings:

(1) No funds shall be reprogrammed from approved projects and programs within activities without a written request from the agency involved requesting specific approval.

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

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

(4) Greater care should be expended in both legislative and appropriation processes to estimate costs more accurately and realistically in order to avoid situations wherein costs are underestimated to such an extent that requests for additional authorizations or for authority to expend greatly increased amounts must be made.

- (5) It is desirable that in every possible instance funds for a project or activity should be expended or obligated during the fiscal year for which the appropriation is made.

The criteria pertaining to reprogramming for land acquisition under the Land and Water Conservation Fund contained in Senate Report No. 172, 89th Congress, 1st session, shall remain in effect.

An example of a reprogramming letter is attached.



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

AUG 23 1976

Dear Mr. Yates:

The National Park Service proposes to reprogram savings totaling \$1,450,000 appropriated for the Second Segment of the Transpark Road project in Bighorn Canyon National Recreation Area, Montana and Wyoming, to provide for the construction of a high priority road project in another section of the same park. The savings from the Second Segment project, which was awarded in May 1976, is attributable to the revision of the originally proposed Federal Highway Administration design standards to special park road standards favored by the National Park Service.

The proposed new project, extending approximately 1.8 miles, will be located at the northern end of Bighorn Canyon NRA in the vicinity of the Afterbay Dam. The project will consist of a bridge structure across the top of the Afterbay Dam, and grading, drainage, base course, and surface treatment of the main roadway extending from south of the Afterbay Dam near Fort Smith to the terminus point about 1.3 miles west of the Afterbay Dam. The road will provide access to the airstrip located just west of the Afterbay Dam, campground and picnic sites, fishing areas, and power distribution installations. A small portion of the funding (\$100,000) will be used to sealcoat 3 miles of the connecting road extending from the northern park boundary to the visitor center area at Fort Smith. The proposed project will not traverse Indian owned lands. It is anticipated that a contract could be awarded by September.

This is being transmitted to you in accordance with the arrangement and understanding the Department has with the House and Senate Committees on Appropriations in regard to reprogramming of construction funds. The Office of Management and Budget has no objection to this proposal.

An identical letter is being sent to the Honorable Robert C. Byrd,  
Chairman, Subcommittee on Interior and Related Agencies, Committee  
on Appropriations, United States Senate.

Sincerely yours,

A handwritten signature in cursive script that reads "Ronald M. Coleman". The signature is written in black ink and is positioned to the right of the typed name.

Assistant Secretary of the Interior

Honorable Sidney R. Yates  
Chairman, Subcommittee on Interior  
and Related Agencies  
Committee on Appropriations  
House of Representatives  
Washington, D.C.

DEPARTMENT OF THE INTERIOR  
AUTHORIZATIONS AND LEGISLATION

A. Budget Authority

Budget Authority is authority which is provided by law that allows an agency to enter into obligations that generally result in outlays of funds. It may be classified by the period of availability (1 year - multiple year - no year), by the timing of Congressional action (current or permanent), or by the manner of determining the amount available (definite or indefinite). The basic forms of budget authority are as follows:

1. Appropriations: Budget authority provided through the Congressional appropriations process that permits Federal agencies to incur obligations and make payments.
2. Contract Authority: Statutory authority, not necessarily provided through the appropriations process, that allows entering into contracts or incurring other obligations in advance of an appropriation.
3. Borrowing Authority: Statutory authority, not necessarily provided through the appropriations process, that permits Federal agencies to incur obligations and make payments from borrowed moneys. The Bonneville Power Administration was provided this authority through their recently enacted "self-financing" legislation (Federal Columbia River Transmission System Act, 16 U.S.C. 838).

Note: Obligations are amounts of orders placed, contracts awarded, services rendered, or other commitments made by Federal agencies during a given period that will require outlay of funds during the same or future period of time.

Most Budget Authority is enacted each year through the appropriation process. However some budget authority becomes available automatically under permanent laws, such as the authority to pay interest on the public debt. Further classifications of Budget Authority are as follows:

Current Authority requires action by Congress after transmittal of the budget for the year involved.

Permanent Authority will become available without any further action by Congress after initial enactment of the law.

Definite Authority is stated as a specific sum or "not to exceed" a specific figure, at the time the authority is granted, whether in an appropriation act or other law.

Indefinite Authority is not stated as a specific sum when the authority is granted, but rather is determinable only at some future date, such as an appropriation of all or part of the receipts from a certain source.

#### B. Authorizations

An Authorization is basic substantive legislation enacted by Congress that sets up or continues the legal operation of a Federal program or agency. Such legislation is normally a prerequisite for subsequent appropriations but does not usually provide budget authority.

The Congressional Budget Act of 1974 requires that requests for authorizations of new budget authority for a fiscal year for continuing programs be submitted to the Congress not later than May 15 of the year preceding the year in which the fiscal year begins. The rules of the House of Representatives prohibit the Committee on Appropriations from reporting appropriations that have not been authorized by law. In the event that an unauthorized program or project is contained in an appropriation bill the item is subject to a "point of order" on the floor of the House, and can be raised by any member. The raising of such a "point of order" automatically subjects the item to be stricken from the bill.

Legislative authorizations which provide obligational authority are varied and differ with respect to the period of availability of the authority (e.g. permanent, multiyear, and annual). In the most recent session of Congress however it appeared that the mood of the Congress was for enactment of "sunset legislation" which would require that authorizations for appropriations be limited to no more than four (4) year periods of time. An example of this is the recently enacted Organic Act for the Bureau of Land Management - "The Federal Lands Policy and Management Act of 1976" which requires that new authorizations for appropriations be sought for the period of fiscal year 1979 through 1982.

#### C. Recently Enacted Legislation

Legislation enacted in the past several months provides the basic authority for substantial appropriation increases in a number of bureaus. Funding of these new authorities could be a major issue between the new Administration and Congress and various interest groups. Principal items include:

1. "Federal Land in Lieu of Tax Payments Act" - P.L. 94-565

Provides for payments to counties or similar jurisdictions of the greater amount of \$.75 per acre less certain existing payments, or \$.10 per acre, with both alternatives limited by a ceiling based on population. The Act also provides for additional payments for lands added to the National Park System as National Forest Wilderness System since January 1, 1971. The estimated first year payments will amount to approximately \$107,000,000, and will continue at that amount, with very minor increases, in future years.

2. "The Federal Lands Policy and Management Act of 1976" - P.L. 94-579 (Bureau of Land Management ORGANIC ACT)

(a) Operations. The Bureau of Land Management Organic Act repeals numerous obsolete laws related to disposal and management of public lands, and for the first time gives complete statutory recognition to the policy of multiple-use management and retaining public lands in Federal ownership unless land use planning procedures indicate disposal is in the public interest. The Act also increases the States' distributive share of mineral leasing receipts to 50%. This will amount to approximate increases in payments to the States as follows: F.Y. 1977, \$19.6 million and F.Y. 1978, \$43.8 million. Some provisions of the Act change the basis of financing BLM programs, particularly new authorizations to use appropriated receipts for processing right-of-way applications, and to establish a working capital fund. Additional budget requirements for F.Y. 1978 are anticipated to be about \$10 million, assuming enactment of possible F.Y. 1977 supplementals.

(b) Mineral Development Impact Loans (Section 317c - Bureau of Land Management ORGANIC ACT)

Authorizes a new program of loans to States and political subdivisions for up to the amount of anticipated Mineral Leasing Act payments for ten years in the future. Repayments of the loans are to be made from payments due to the States and political subdivisions under the Mineral Leasing Act. One estimate of first year loans is \$32,000,000 with a continuing program of approximately \$40 million average per year thereafter. Regulations are in the process of development with most issues yet to be resolved. Substantial swings in funding requirements would occur under various loan program scenarios.

3. P.L. 94-422 Amendments to the Land and Water Conservation Fund Act of 1965, as amended

- (a) Title I Land and Water Conservation Fund. Increases the authorized amounts to be appropriated annually to the fund as follows:

F.Y. 1978 - \$600,000,000 an increase of \$300,000,000.  
F.Y. 1979 - \$750,000,000 an increase of \$450,000,000.  
F.Y. 1980 - \$900,000,000 an increase of \$600,000,000  
thru per year.  
F.Y. 1989

- (b) Title II National Historic Preservation Fund. Creates a fund which provides 50% matching grants in aid to States for Historic preservation, to be derived from oil and gas leasing receipts on the Outer Continental Shelf. Authorized amounts for appropriation are as follows:

F.Y. 1977 \$24,400,000; F.Y. 1978 \$100,000,000;  
F.Y. 1979 \$100,000,000; F.Y. 1980 \$150,000,000;  
and F.Y. 1981 \$150,000,000.

4. Tax Reform Act of 1976

The Act provides for tax deductions for owners of depreciable certified historic structures who undertake rehabilitation of their properties. It also eliminates the advantages to persons who destroy certified historic structures in order to construct new buildings. The Act will affect the workload of National Park Service's Office of Archeology and Historic Preservation since it is estimated that 100,000 historic structures eligible for tax benefits will be rehabilitated between now and the end of F.Y. 1980. A significant number of these will require collection of documentation, resolution of conflicting judgments and appeals of earlier decisions. This program is tentatively estimated to cost approximately \$1,500,000 in F.Y. 1977 and \$3,200,000 in F.Y. 1978.

D. Bicentennial Land Heritage Program

In early September President Ford transmitted to the Congress proposed legislation which would have provided \$1.3 billion to the Department of the Interior over the next 10 years for expanded acreage, upgraded operations (including additional personnel), and improved maintenance in the National Parks and

National Wildlife Refuges. Congress did not enact this program, but it is expected that the President will resubmit the proposal along with the 1978 budget. The components of the program are as follows:

Bureau of Outdoor Recreation

\$140,743,000--Land acquisition at new and existing National Parks and National Wildlife Refuges

Fish and Wildlife Service

\$ 70,000,000--10-year funding for 500 additional personnel

\$264,957,000--10-year funding for construction and major rehabilitation at new and existing National Wildlife Refuges

National Park Service

\$130,000,000--10-year funding for 1,000 additional personnel

\$694,300,000--10-year funding for construction and major rehabilitation at new and existing National Parks.

E. Authorization Extensions Required

Bureau of Land Management

Organic Act (P.L. 94-565) - Authorization required in F.Y. 1979.

Office of Water Research and Technology

Title II - Water Resources Research Act (P.L. 88-379) - Authorization required in F.Y. 1978, and F.Y. 1979.

Saline Water Conversion Programs (P.L. 92-60) - Authorization required in F.Y. 1978 and F.Y. 1979.

Bureau of Reclamation

San Luis Unit-Central Valley Project - raising of the appropriation cost ceiling in F.Y. 1978.

Fruitland Mesa-Colorado River Storage Project - raising of the appropriation cost ceiling in F.Y. 1979.

Savery Pot Hook-Colorado River Storage Project - raising of the appropriation cost ceiling in F.Y. 1979.

San Felipe Unit-Central Valley Project - raising of the appropriation cost ceiling in F.Y. 1979.

Office of Territorial Affairs

Trust Territory of the Pacific Islands (Act. of June 30, 1954, as amended P.L. 94-255) - authorization required in F.Y. 1978 and F.Y. 1979.

Bureau of Indian Affairs

Indian Financing Act (Loans and Grants) - Authorization  
required in F.Y. 1979.

Note: The Congress requires that requests for authorization extensions for F.Y. 1978 accompany the President's F.Y. 1978 Budget submission in January 1977. Requests for new authorities or extension of existing authorizations required in F.Y. 1979 are due to the Congress, after approval by the Office of Management and Budget, by no later than May 15, 1977.