

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES
APPROPRIATION BILL, 1987

JULY 24, 1986.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. YATES, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 5234]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Department of the Interior and Related Agencies for the fiscal year ending September 30, 1987. The bill provides regular annual appropriations for the Department of the Interior (except the Bureau of Reclamation) and for other related agencies, including the Forest Service, the Department of Energy, the Smithsonian Institution, and the National Foundation on the Arts and the Humanities.

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COMPARISON WITH BUDGET RESOLUTION

Section 308(a)(1)(A) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344) requires that the report accompanying a bill providing new budget authority contain a statement detailing how that authority compares with the reports submitted under section 302 of the Act for the most recently agreed to current resolution on the budget for the fiscal year. This information follows:

[In millions of dollars]

	Sec. 302(b)		This bill	
	Discretionary	Mandatory	Discretionary	Mandatory
Budget authority.....	8,500	53	8,156	47
Outlays.....	5,638	3,333	5,627	3,327
Direct loans.....	16	3	16	3
Primary guarantees.....	30	0	30	0

The bill provides no new spending authority as described in section 401(c)(2) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344), as amended.

SUMMARY OF THE BILL

The Committee has conducted extensive hearings on the programs and projects provided for in the Interior and Related Agencies Appropriation bill for 1987. The hearings are contained in 11 published volumes totaling approximately 11,645 pages.

During the course of the hearings testimony was taken on 35 days from more than 900 witnesses, not only from agencies which come under the jurisdiction of the Interior Subcommittee, but also

from Members of Congress, State and local government officials and private citizens.

The bill which is recommended for 1987 has been developed after careful consideration of all the facts and details available to the Committee.

BUDGET AUTHORITY RECOMMENDED IN BILL BY TITLE

Activity	Budget estimates fiscal year 1987	Committee bill, fiscal year 1987	Committee bill compared with budget estimates
Title I, Department of the Interior: New Budget (obligational) authority.....	\$3,632,714,000	\$4,010,119,000	+\$377,405,000
Title II, related agencies: New Budget (obligational) authority.....	2,984,261,000	4,237,073,000	+1,252,812,000
Grand total, New Budget (obligational) authority.....	6,616,975,000	8,247,192,000	+1,630,217,000

TOTAL APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES

In addition to the amounts in the accompanying bill, which are reflected in the table above, permanent legislation authorizes the continuation of certain government activities without consideration by the Congress during the annual appropriations process.

Details of these activities are listed in tables at the end of this report. In fiscal year 1986, these activities are estimated to total \$2,101,162,000. The estimate for fiscal year 1987 is \$2,197,968,350.

The following table reflects the total budget (obligational) authority contained both in this bill and in permanent appropriations for fiscal years 1986 and 1987.

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES TOTAL BUDGET AUTHORITY FOR FISCAL YEARS 1986-87

Item	Fiscal year 1986	Fiscal year 1987	Change
Interior and related agencies appropriation bill.....	\$8,456,353,000	\$8,247,192,000	-\$209,161,000
Permanent appropriations, Federal funds.....	1,348,910,000	1,326,193,350	-22,716,650
Permanent appropriations, trust funds.....	752,252,000	871,775,000	+119,523,000
Total, budget authority.....	10,557,515,000	10,445,160,350	-112,354,650

REVENUE GENERATED BY AGENCIES IN BILL

The following tabulation indicates total new obligational authority to date for fiscal years 1985 and 1986, and the amount recommended in the bill for fiscal year 1987. It compares receipts generated by activities in this bill on an actual basis for fiscal year 1985 and on an estimated basis for fiscal years 1986 and 1987.

Item	Fiscal Year—		
	1985	1986	1987
New obligational authority.....	\$8,117,336,000	\$8,456,353,000	\$8,247,192,000
Receipts:			
Department of the Interior.....	7,648,259,000	7,931,586,000	7,647,113,000
Forest Service.....	1,024,789,000	1,321,553,000	1,229,475,000
Naval petroleum reserves.....	1,299,200,000	763,200,000	716,200,000
Total.....	9,972,248,000	10,016,339,000	9,592,788,000

REPROGRAMING PROCEDURES

The following are the current procedures governing reprogramming actions for programs and activities funded in the Interior Appropriations Act:

1. *Definition.*—"Reprogramming," as defined in these procedures, includes the reallocation of funds from one budget activity to another. In cases where either Committee report displays an allocation of an appropriation below the activity level, that more detailed level shall be the basis for reprogramming. For construction accounts, a reprogramming constitutes the reallocation of funds from one construction project identified in the justifications to another. A reprogramming shall also consist of any significant departure from the program described in the agency's budget justifications. This includes proposed reorganizations even without a change in funding.

2. *Criteria for reprogramming.*—(a) 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 the regular appropriation process.

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

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

3. *Reporting and approval procedures.*—(a) Any proposed reprogramming must be submitted to the Committee in writing prior to implementation if it exceeds \$250,000 annually or results in an increase or decrease of more than 10 percent annually in affected programs, with the following exceptions:

- (1) Any land purchase not exceeding \$100,000.
- (2) Any construction project, not exceeding \$100,000, or which results in an increase or decrease of not more than 25 percent annually.

(3) Savings from a construction project in one of the Trust Territory governments may be applied to a shortfall on another project in the same area.

Timely reports on these reprogramings shall be forwarded to the Committee by the Department.

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

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

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

4. *Administrative Overhead Accounts.*—For all appropriations where costs of overhead administrative expenses are funded in part from “assessments” of various budget activities within an appropriation, the assessments shall be shown in justifications under the discussion of administrative expenses.

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

6. *Declarations of taking.*—An increasing number of declarations of taking are resulting in court awards far in excess of amounts deposited with the court. The Committee, therefore, directs the Bureau of Land Management, the Fish and Wildlife Service, the National Park Service, and the Forest Service to seek Committee approval in advance of filing declarations of taking.

7. *Report language.*—Any limitation, directive, or earmarking contained in either the House or Senate report which is not contradicted by the other report nor specifically denied in the conference report shall be considered as having been approved by both Houses of Congress.

8. *Government Comptrollers.*—Vacancies occurring in the offices of the Government Comptrollers, Office of the Inspector General, shall not be reallocated to any other organization unless approved through reprogramming procedures.

9. *U.S. Forest Service.*—The following procedures shall apply to the U.S. Forest Service, Department of Agriculture:

(a) The Forest Service shall not change the boundaries of any region, abolish any region, move or close any regional office for research, State and private forestry, or National Forest System administration, without the consent of the House and Senate Committees on Appropriations and the Senate Committee on Agriculture, Nutrition, and Forestry, and the House Committee on Agriculture, in compliance with these reprogramming procedures.

(b) The appropriation structure for the Forest Service shall not be altered without advance approval of the House and Senate Committees on Appropriations.

(c) Provisions of section 702(b) of the Department of Agriculture Organic Act of 1944 (7 U.S.C. 2257) and of 7 U.S.C. 147b shall apply to appropriations available to the Forest Service only to the extent that the proposed transfer is approved by the House and Senate Committees on Appropriations in compliance with these reprogramming procedures.

10. *Assessments.*—No assessments shall be levied against any program, budget activity, subactivity, or project funded by the Interior Appropriations Act unless such assessments and the basis therefor are presented to the Committees on Appropriations and are approved by such committees, in compliance with these procedures.

11. *Land acquisitions.*—Lands shall not be acquired for more than the approved appraised value (as addressed in section 301(3) of Public Law 91-646) except for condemnations and declarations of taking, unless such acquisitions are submitted to the Committees on Appropriations for approval in compliance with these procedures.

APPLICATION OF GENERAL REDUCTIONS

The level at which reductions shall be taken pursuant to the Deficit Reduction Act of 1985, if such reductions are required in fiscal year 1987, is defined by the Committee as follows:

As provided for by section 252(a)(1)(B)(i) of Public Law 99-177 and for the purposes of a Presidential Order issued pursuant to section 252 of said Act, the term "program, project, and activity" for items under the jurisdiction of the Appropriations Subcommittees on the Department of the Interior and Related Agencies of the House of Representatives and the Senate is defined as (1) any item specifically identified in tables or written material set forth in the Interior and Related Agencies Appropriations Act, or accompanying committee reports or the conference report and accompanying joint explanatory statement of the managers of the committee of conference; (2) any Government-owned or Government-operated facility; and (3) management units, such as national parks, national forests, fish hatcheries, wildlife refuges, research units, regional, state and other administrative units and the like, for which funds are provided in fiscal year 1987.

The Committee emphasizes that any item for which a specific dollar amount is mentioned in an accompanying report, including all increases over the budget estimate approved by the Committee, shall be subject to a percentage reduction no greater or less than the percentage reduction applied to all non-defense accounts.

ENERGY INITIATIVES

Circumstances in energy markets have changed substantially in the past year. Oil prices have dropped to low levels causing marginal producing wells in the United States to be shut-in or abandoned, and exploratory activity for new sources of oil has decreased dramatically. This has led to projections of increased import dependence in the future compared to previous estimates. Despite

this, the Administration has continued to propose a moratorium on the construction and filling of the Strategic Petroleum Reserve. Decreased production projections, coupled with low current prices, lead the Committee to continue previous Congressional energy security initiatives by recommending \$147,433,000 for continued construction of oil storage capacity for the Reserve, and \$331,000,000 for continued purchases of oil at a rate of 85,000 barrels a day, instead of the Administration-proposed moratorium. If, as Congress directed, the Strategic Petroleum Reserve was to be filled at a time when the price of oil approximated \$30 per barrel, certainly it is the better part of wisdom and good business at this time to purchase oil through the SPR when the price per barrel approximates \$15 or less. The Committee believes that in order to insure the nation's industrial protection, the levels for the SPR designated by Congress should be reached as promptly as possible.

In fossil energy and energy conservation research and development, the Administration has proposed drastic reductions in the level of government support. In view of decreasing oil production, increasing projections of coal use, long-term requirements for alternative fuels, and the need for energy-efficient advanced technologies, the Committee recommends a continuing commitment to research and development, and provides major increases above fiscal year 1987 budget levels, while maintaining levels of support consistent with previous years. For fossil energy research and development the Committee recommends \$314,512,000, an increase of \$231,745,000 above the budget, and for energy conservation research and development a level of \$159,675,000, an increase of \$125,242,000.

OTHER COMMITTEE INITIATIVES

Many of the Committee's initiatives relate to the protection of natural resources on public lands and to the development of new energy sources. Others carry out the action taken by authorizing committees. In support of such initiatives, the Committee has recommended increases above the budget estimates as shown in the following table:

Public resources:	
Soil, water and air management (BLM and FS)	+\$4,350,000
Wildlife habitat management (BLM and FS)	+7,505,000
Recreation resources management (BLM and FS)	+61,784,000
Park Service maintenance	+8,754,000
Land and Water Conservation Fund:	
Federal acquisition	+110,405,000
State assistance	+47,730,000
Historic Preservation Fund	+24,200,000
Urban forestry assistance	+2,000,000
Forest trail maintenance	+3,635,000
Rural fire control	+10,200,000
Forest research	+17,702,000
Forest pest management	+10,800,000
Side-looking airborne radar	+1,500,000
Geologic hazards	+2,900,000
Energy geologic surveys	+1,700,000
National water quality assessment	+7,000,000
Energy:	
Fuel cells	+27,700,000
Magnetohydrodynamics	+30,000,000

Coal liquefaction and gasification.....	+36,771,000
Industrial conservation.....	+21,482,000
Transportation.....	+35,460,000
Weatherization.....	+56,200,000
Strategic petroleum reserve.....	+478,433,000

LAND AND WATER CONSERVATION FUND

Following is a comparison of the Land and Water Conservation Fund by agency. More specific information can be found in each agency's land acquisition account.

LAND AND WATER CONSERVATION FUND

(In thousands of dollars)

	Enacted fiscal year 1986	Estimates fiscal year 1987	Recommended	Changes from estimate
Assistance to States:				
Matching grants.....	\$48,060		\$47,730	+\$47,730
Administrative expenses.....	1,640	\$2,270	2,270	
Subtotal, assistance to States.....	49,700	2,270	50,000	+47,730
Federal programs:				
Bureau of Land Management.....	2,286		850	+850
Forest Service.....	32,566	3,206	42,936	+39,730
Fish and Wildlife Service.....	42,799	-1,500	33,225	+31,725
National Park Service.....	48,110	13,000	51,100	+38,100
Subtotal, Federal programs.....	125,761	17,706	128,111	+110,405
Total, L&WCF.....	175,461	19,976	178,111	+158,135

With the decrease in funds available for land acquisition, more emphasis has been placed on the use of exchanges to continue adding valuable lands to help create new or fill out existing refuges, recreation areas and Park areas. Although land exchanges can be useful, they also create some problems. Staff time necessary to complete exchanges is in most cases much more intensive than with fee acquisition and it frequently takes years to complete an exchange. The Committee is concerned that the Congress does not have enough information to know what agency plans are in this regard. Accordingly, the Committee directs that each land acquisition agency provide in annual budget justifications, a detailed statement of proposed expenditures related to exchanges and a listing of the exchanges it will be working on. The Committee expects the approval process now in place to continue in fiscal year 1987.

INDIAN PROGRAMS

The Committee recommends appropriations of new budget authority aggregating \$1,965,374,000 for Indian programs in fiscal year 1987. This is a net increase of \$220,232,000 above the budget request for fiscal year 1987, and a decrease of \$40,519,000 under the amount appropriated for fiscal year 1986. Major increases over the budget, recommended by the Committee, include the following:

Education.....	+\$16,000,000
Social services.....	+2,610,000
Forestry.....	+6,150,000

Water resources	+9,000,000
Wildlife and parks	+1,616,000
Buildings and utilities construction	+10,800,000
Irrigation construction	+9,800,000
Housing	+6,311,000
Road construction	+2,500,000
Hospitals and clinics	+34,280,000
Contract health care	+37,818,000
Community health representatives	+26,500,000
Urban health projects	+10,000,000
Hospital construction	+23,833,000
Sanitation facilities	+25,000,000
Health personnel quarters	+6,760,000

Spending for Indian services by the Federal Government in total is included in the following table:

FEDERAL FUNDING OF INDIAN PROGRAMS

(In thousands of dollars)

	Budget authority		
	Fiscal year 1985 actual	Fiscal year 1986 estimate	Fiscal year 1987 estimate
Department of Agriculture	\$74,828	\$95,175	\$91,412
Department of Commerce	10,394	5,695	1,600
Department of Education	324,961	348,283	355,366
Department of Energy	500	300	200
Department of HHS	957,691	895,602	988,460
Department of HUD	320,151	27,000	27,000
Department of the Interior	1,079,384	1,108,927	1,048,060
Department of Labor	75,419	70,555	67,844
Department of Transportation	100,539	100,608	75,526
Department of Treasury	11,212	10,924	
Environmental Protection Agency	455	330	298
Small Business Administration	2,600	2,600	
Total	2,958,134	2,665,999	2,655,766

INFLATIONARY IMPACT STATEMENT

Clause 2(1)(4), of Rule XI of the House of Representatives, requires that each Committee report on a bill or resolution contain a statement as to whether enactment of such bill or resolution may have an inflationary impact on prices and costs in the operation of the national economy. Many of the funds provided in this bill permit increased production from the national lands. This increased production, will increase supply and, thus, reduce the inflationary demand that results when a material is in short supply. These programs also generate revenue for the Federal Government which is estimated at \$9.6 billion for fiscal year 1987. This revenue exceeds the budget authority of \$8.2 billion recommended in the bill. Therefore, the expenditures proposed in this bill will contribute to economic stability, rather than inflation.

TITLE I—DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

The Bureau of Land Management is responsible for the multiple use, management, protection, and development of about 272 million acres of the nation's public lands onshore and 300 million acres of Federally-owned subsurface mineral rights.

The Bureau of Land Management also administers grazing of approximately 4.3 million head of livestock and manages some 270 million acres of wildlife habitat. Grazing receipts are estimated to be about \$15.1 million in fiscal year 1987, compared to an estimated \$15.1 million in fiscal year 1986 and actual receipts of \$14.8 million in fiscal year 1985. The Bureau also administers the sale of approximately 1.2 billion board feet of timber annually, including timber sales funded in both the "Management of lands and resources" and "Oregon and California grant lands" appropriations. Timber receipts are estimated to be \$178.6 million in fiscal year 1987 compared to estimated receipts of \$151 million in fiscal year 1986 and \$137.6 million in fiscal year 1985. Finally, the Bureau administers an active program of soil and watershed management on 175 million acres in the lower 48 states and 97 million acres in Alaska. Practices such as contouring and cultivation, revegetation, protective fencing, and water development are designed to conserve and develop public land soil and water resources. The Bureau also is the second largest supplier of public outdoor recreation in the Western United States, with 27 million visits totaling 210 million visitor hours of recreation use on the public lands under the Bureau's management.

MANAGEMENT OF LANDS AND RESOURCES

Appropriation enacted, 1986.....	\$396,175,000
Budget estimate, 1987	379,085,000
Recommended, 1987	380,370,000
Comparison:	
Appropriation, 1986	-15,805,000
Budget estimate, 1987	+1,285,000

The amount recommended by the Committee for fiscal year 1987 compared with the budget estimates by activity is shown in the following table:

The Committee recommends an appropriation of \$147,433,000 for construction and operation of the Strategic Petroleum Reserve. The budget estimate was for no appropriation of new budget authority.

The Committee's recommendation is based on continuing to construct the Big Hill, Texas, site, and continuing to leach additional capacity at other existing sites. It is now expected that, because of low prices, domestic production will fall more rapidly than previously projected and that, conversely, imports will rise more rapidly. This confirms the efficacy of Congress' consistent commitment to completing a 750 million barrel capacity for the Reserve, and providing a distribution capability in excess of 4 million barrels a day.

The recommended increase consists of the following adjustments to the standby budget proposed by the Administration: \$28,723,000 for Big Hill construction; \$31,752,000 for capacity leaching; \$1,983,000 for management; and \$84,975,000 because fewer unobligated funds will be available from fiscal year 1986.

SPR PETROLEUM ACCOUNT

Appropriation enacted, 1986.....	.....
Budget estimate, 1987.....	.....
Recommended, 1987.....	\$331,000,000
Comparison:	
Appropriation, 1986.....	+331,000,000
Budget estimate, 1987.....	+331,000,000

The Committee recommends an appropriation of \$331,000,000 for acquisition and transportation of oil for the Strategic Petroleum Reserve. No funds were requested by the Administration.

With oil prices expected to continue well below recent high levels, and with declining domestic production and concomitant increasing imports, the Committee believes that the Reserve should continue to be filled at a stable rate using capacity additions being made with other recommended appropriations.

The Committee recommendation assumes that oil fill will be resumed in August, 1986 at rates of about 85,000 barrels a day, and that all funds previously deferred will be made available. Assuming an average delivered price of \$16 a barrel, the Committee recommendation will allow filling the Reserve at 85,000 barrels a day well into fiscal year 1988.

Bill language is included specifying a minimum fill rate of 85,000 barrels a day until all funds in the account are expended.

ENERGY INFORMATION ADMINISTRATION

Appropriation enacted, 1986.....	\$60,318,000
Budget estimate, 1987.....	59,651,000
Recommended, 1987.....	60,361,000
Comparison:	
Appropriation, 1986.....	+43,000
Budget estimate, 1987.....	+710,000

The Energy Information Administration is a quasi-independent agency within the Department of Energy established to provide timely, objective, and accurate information to the Congress, executive branch, state governments, industry, and the public.

The amount recommended by the Committee for fiscal year 1987 compared with the budget estimate by activity is shown in the following table:

	F.Y. 86 Enacted	(in thousands of dollars) Budget Estimates	Committee Bill	Change from Estimates
National Energy Information System.....	52,248	49,128	49,838	+710
Policy and management.....	8,070	10,523	10,523	—
Total, Energy Information Administration.....	60,318	59,651	60,361	+710

The Committee recommends an appropriation of \$60,361,000 for the Energy Information Administration, an increase of \$710,000 over the budget estimate of \$59,651,000.

The Committee recommends an increase of \$710,000 in the National Energy Information System to continue the following activities: the Financial Reporting System, required by law (\$365,000); State energy data/energy price and expenditure systems (\$95,000); State heating oil and inventory grants (\$190,000); and the widely-used Foreign Energy Supply Assessment (\$60,000).

The Committee expects EIA to continue to publish the same level and type of petroleum marketing data in fiscal year 1987 as it currently publishes.

The Committee recommends bill language requiring a triennial survey of manufacturing energy consumption including fuel-switching information which could be useful in assessing short-term responses to changes in energy conditions.

DEPARTMENT OF HEALTH AND HUMAN SERVICES

HEALTH RESOURCES AND SERVICES ADMINISTRATION

INDIAN HEALTH SERVICES

Appropriation enacted, 1986.....	\$831,694,000
Budget estimate, 1987.....	722,378,000
Recommended, 1987.....	836,336,000
Comparison:	
Appropriation, 1986.....	+4,642,000
Budget estimate, 1987.....	+113,958,000

The amount recommended by the Committee for fiscal year 1987 compared with the budget estimates by activity is shown in the following table:

	(in thousands of dollars)			Change from Estimates
	F.Y. 86 Enacted	Budget Estimates	Committee Bill	
Hospital and health clinic programs.....	443,098	409,614	466,649	+57,035
Dental health program.....	25,879	25,692	26,089	+407
Mental health program.....	11,449	11,399	11,462	+63
Alcoholism program.....	24,627	26,263	27,705	+1,442
Maintenance and repair.....	8,621	9,025	9,025	---
Contract care.....	174,040	138,000	176,531	+38,531
Public health nursing.....	20,804	21,334	22,260	+926
Health education.....	12,441	12,851	12,802	-49
Community health representative program.....	3,514	3,742	3,792	+50
Immunization.....	25,844	---	26,500	+26,500
Urban health projects.....	2,705	395	395	---
Indian health manpower.....	9,741	---	10,000	+10,000
Tribal management.....	6,460	6,416	7,016	+1,600
Direct operations.....	1,988	---	2,688	+2,688
Indian health facilities.....	60,383	56,195	33,410	-22,785
Medicare/Medicaid reimbursements.....	---	2,450	---	-2,450
	(44,100)	(61,100)	(43,860)	(-17,240)
Total, Indian Health Services.....	831,694	722,378	836,336	+113,958

The Committee recommends an appropriation of \$836,336,000, an increase of \$113,958,000 over the budget estimate for Indian health services. The recommended amount is an increase of only \$4,642,000 over fiscal year 1986, or 0.5 percent, far below the estimated increase in health care costs. The Committee's recommendation essentially maintains the Indian Health Service programs at the 1986 level.

In this era of constrained budgets, the Indian Health Service has undertaken several initiatives aimed at redefining eligibility for IHS services, and at a different method of allocating available funding. Both of these efforts have raised concerns among the Indian population. With regard to changes in eligibility criteria for services, the Committee believes IHS should allow sufficient time for tribal review and discussion of any proposed changes. The Committee expects IHS to take into account the issues and concerns raised during the comment period in the final version of any proposed changes, and directs the IHS to provide a summary of the major issues raised during the comment period, and a report on how IHS has responded to them, to the Committee for its review prior to implementing any final version of the proposed changes.

The issue of allocation of resources is also one that has raised great concern, and the Committee believes IHS must proceed with great caution in implementing any changes as a result of its study of this issue. Among the concerns raised to the Committee are that the system to be used is incomplete, with some critical components, such as accurate average salary data and an isolation factor, not yet incorporated. In addition, the Committee understands that available service unit and alternate resources data are still incomplete for most categories of the methodology. There are also serious concerns about the offsets proposed to be used, and the need for more tribal involvement prior to across-the-board implementation of a system that could have potentially far-reaching impacts not only on the level of IHS services provided, but even on the Federal government-Indian relationship in the provision of health-care services. For these reasons, the Committee has included bill language which directs IHS to provide a detailed report on its findings, and its plans, both long and short term, to the House and Senate Appropriations Committees prior to any further implementation of the new resource allocation methodology in fiscal year

1987. The IHS should also arrange to hold meetings in each of its areas to discuss fully the intent and details of all the proposed policy changes including changes in eligibility and the contract health services program.

Reprogramming.—The IHS has proposed a reprogramming among a number of its programs, to account more accurately for programmatic and administrative costs. The Committee has agreed with the proposed reprogramming, as reflected in the following table. Changes to individual programs discussed in the sections below will not reflect these reprogramming changes, but only the Committee's recommended programmatic changes.

[In thousands of dollars]

	Fiscal year 1987			Committee bill
	Budget estimates	Reprogramming changes	Program changes	
Hospital and health clinic programs.....	409,614	+22,755	+34,280	466,649
Dental health program	25,692	—600	+1,007	26,099
Mental health program.....	11,399	—340	+403	11,462
Alcoholism program.....	26,263	+142	+1,300	27,705
Maintenance and repair.....	9,025	.....	.....	9,025
Contract care.....	138,000	+713	+37,818	176,531
Sanitation.....	21,334	+926	.....	22,260
Public health nursing.....	12,851	—49	.....	12,802
Health education.....	3,742	+50	.....	3,792
Community health representative program.....	.....	.....	+26,500	26,500
Immunization.....	395	.....	.....	395
Urban health projects.....	.....	.....	+10,000	10,000
Indian health manpower.....	5,418	.....	+1,600	7,018
Tribal management.....	.....	+688	+2,000	2,688
Direct operations.....	56,195	—24,285	+1,500	33,410
Indian health facilities.....	2,450	.....	—2,450	.....
Total, Indian health services.....	722,378	.....	+113,958	836,336

Hospitals and health clinics.—The Committee recommends an increase of \$34,280,000, which includes \$13,805,000 required to fund mandatory increases of providing health care in IHS hospitals and clinics. The budget had proposed funding these increases, totaling \$15,548,000, through Medicare and Medicaid reimbursements, which is contrary to law. The Committee notes again this year that the amount of Medicare and Medicaid reimbursements, while increasing each year, has consistently been overstated in the budget by approximately 30 percent. In addition, this year's budget proposed using \$8,000,000 to be collected from insurers to help offset these costs. The Congress to date has taken no action authorizing IHS to bill individual Indians for service, which would be required in order to collect from insurers, and until the Congress has determined what the policy on this issue should be, the Committee cannot agree to the proposed bill language which would have permitted this activity. The Committee's recommendation would provide funds for most of the mandatory increases, while providing only half of the estimated inflationary increases for costs such as supplies, rent, and transportation (\$1,743,000).

The recommendation also includes \$12,602,000, to restore proposed program decreases and maintain the 1986 funding level. Included in this amount is \$4,000,000 for the Community health representatives/emergency services program, the same as the 1986 level. An increase of \$1,000,000 is recommended, to expand the model diabetes program to additional sites, and to strengthen the existing program, for which \$1,900,000 is included in the base. An additional \$1,873,000 is included, to provide additional FTE's at the Browning (8) and Crownpoint (38) hospitals. This level of funding will bring these new facilities up to the 89 percent staffing level, which is the same as the current IHS average staffing level at other facilities. Finally, there is an increase of \$5,000,000 for tribal contracting costs. The IHS testified that a possible shortfall in tribal contracting costs of over \$10,000,000 is expected in fiscal year 1987, even taking into account new procedures to be implemented to determine such costs. The Committee expects IHS to report on the actual shortfall as soon as it is determined, and to include what steps it intends to take to make up any additional shortfall, including supplemental appropriations, if required.

Dental services.—An increase of \$1,007,000 is recommended, which will restore the proposed program decrease and maintain the 1986 program level. Even at this level, IHS has testified that the incidence of dental disease is considerably higher among the Indian people than the population as a whole, and access to dental care (30% for Indians) is substantially lower than the national average of 50%.

Mental health.—The increase of \$403,000 will allow this program to continue at the 1986 level.

Alcoholism.—The Committee recommends an increase of \$1,300,000. Of this amount, \$300,000 is to allow continuation and expansion of the Fetal Alcohol Syndrome (FAS) research program. \$100,000 will continue the ongoing research studies at the University of Washington, and the additional \$200,000 will allow expansion of the program into Alaska, aimed at preventing recurrence of FAS in those families already identified with FAS children. The increase will also permit each IHS area to identify all children with FAS, in order to allow for high risk intervention in future pregnancies.

An additional increase of \$1,000,000 is recommended for a substance abuse prevention program. The funds will be used for training of IHS and tribal program staff, to allow them to become influential in the promotion and development of community-based substance abuse programs. The increase will also provide for a number of community prevention demonstration programs, with particular emphasis on Indian youth. The incidence of alcoholism and other substance abuse among the Indian people, and the related physical and mental health complications, including the increasingly high rate of suicide among the young, demonstrate the need for increasing efforts at prevention. This modest investment could lead to substantial decreases in health care costs in the future, as well as substantially improved health and lifestyles.

Within the total provided for the alcoholism program, the Committee expects the Warm Springs, OR demonstration program to continue at the 1986 level, and requests a report on the results to

date of the program prior to the fiscal year 1988 appropriations hearing.

Contract care.—An increase of \$37,818,000 is recommended, which will maintain the 1986 program level. In most areas, this means only emergency and priority one care will be provided, with other needs continuing to be deferred. This level of funding will also not address the backlog of unmet need, which has been estimated as high as \$300,000,000.

The budget indicates that the IHS will issue a General Notice requiring contract providers to accept reimbursements at a level not exceeding the amount allowed by Medicare for similar services. While this appears to be a reasonable cost-saving move, some tribes have expressed concern that attempting this on an across-the-board basis in all areas may result in a loss of care providers, particularly in some remote areas where there are not a great number of options. The Committee believes that IHS should consider implementing any such effort on an area-by-area basis, and work with tribal groups to develop other alternatives which might be more feasible and just as effective, if not more so, in reducing costs while not diminishing the level of care. For example, the Committee understands that in the Portland area, only 14 percent of doctors accept Medicare assignments. If this plan were fully implemented in that area, it is likely that loss of service would result, especially since there is no means of transportation, nor identified funding, to get patients to those few doctors who might agree to the payment schedule. At the same time, there has apparently not been any consistent effort to review bills for services prior to payments which, if done consistently, could result in savings of 10 percent, or even more. In such cases as this, it would seem preferable for the IHS to examine internal improvements to its existing system, before moving to a new system with potentially harmful effects. The Committee is also concerned about the cost of the new system, and requests IHS to determine and report what the costs will be, and how they will be met, before moving to the new system.

Within the total amount recommended, the Committee expects the IHS to continue the contract with Mid-Dakota Hospital, SD.

Preventive health.—The Committee recommends an increase of \$26,500,000, which will maintain the community health representatives program at the 1986 program level.

Urban health.—An increase of \$10,000,000 is recommended, which will allow the urban health program to continue at the 1986 level.

Indian health manpower.—The Committee recommends an increase of \$1,600,000, which will maintain funding for ongoing scholarships, as well as allow the award of new scholarships. Included within the total is \$240,000 for the Masters in Public Health program and \$323,000 for INMED.

Tribal management.—The Committee recommends \$2,000,000 for the tribal management program, which will allow the program to continue at the 1986 level.

Direct operations.—An increase of \$1,500,000 is recommended, which will maintain the direct operations program at the 1986 level, after the Deficit Reduction Act reductions.

Facilities.—The Committee does not agree with the proposal to fund construction or renovation of facilities from the Services appropriation. Therefore, the \$2,450,000 requested for repair and improvement projects will be funded under the Facilities appropriation.

INDIAN HEALTH FACILITIES

Appropriation enacted, 1986.....	\$46,665,000
Budget estimate, 1987.....	
Recommended, 1987.....	54,921,000
Comparison:	
Appropriation, 1986.....	+8,256,000
Budget estimate, 1987.....	+54,921,000

The amounts recommended by the Committee for fiscal year 1987 compared with the budget estimates by activity are shown in the following table:

	F.Y. 86 Enacted	(in thousands of dollars) Budget Estimates	Committee Bill	Change from Estimates
Hospitals				
New and replacement.....	12,396	---	21,383	+21,383
Modernization and repair.....	3,081	---	2,450	+2,450
Subtotal, Hospitals.....	15,467	---	23,833	+23,833
Outpatient care facilities				
Sanitation facilities.....	722	---	828	+828
Personnel quarters.....	24,850	---	25,000	+25,000
Program offset.....	5,626	---	6,760	+6,760
	---	---	-1,500	-1,500
Total, Indian Health Facilities.....	46,665	---	54,921	+54,921

Hospitals.—The Committee recommends \$23,833,000 for construction of new or replacement hospitals, and modernization and repair projects, as follows:

New and replacement:	
Shiprock, NM—planning and design.....	\$3,175,000
Rosebud, SD—complete construction.....	8,142,000
Sacaton, AZ—complete construction.....	9,066,000
Pine Ridge, SD—start sitework.....	1,000,000
Subtotal.....	21,383,000
Modernization and repair: Repair and improvement projects.....	2,450,000
Total, hospitals.....	23,833,000

The Committee has not included additional planning funds for the Anchorage hospital, on the basis that the site has not yet been determined and planning cannot proceed until that is done. The Committee will consider supplemental funding once the site decision has been made.

Outpatient care facilities.—The Committee recommends an appropriation of \$828,000 for outpatient care facilities, as follows:

Parker, AZ—planning and design.....	\$400,000
Fort Hall, ID—planning and design.....	428,000
Total, outpatient care facilities.....	828,000

The funds for the Parker, AZ facility are for the planning and design of additional required space at the existing facility, including central storage, examining rooms, and a maintenance facility.

The total square footage involved should be less than 15,000 square feet.

The Committee has not provided construction funding for the new clinic at Toppenish, WA, only because current indications are that the design will not be complete until the very end of fiscal year 1987, or more likely, the beginning of fiscal year 1988. If the design does proceed more quickly than now appears likely, the Committee will take action to provide construction funds prior to fiscal year 1988, if possible.

Sanitation facilities.—The Committee recommends an appropriation of \$25,000,000 for sanitation facilities, about the same as the 1986 level. The recommended level of funding will provide service to approximately 3,000 homes to be constructed or repaired by the Bureau of Indian Affairs, tribes or other groups, or to existing homes without service. The backlog of existing homes requiring service is estimated to cost \$500,000,000.

Personnel quarters.—The Committee recommends an appropriation of \$6,760,000 for personnel quarters needed for hospitals or clinics under construction, as follows:

Wolf Point, MT—3 units	\$300,000
Kyle, SD—17 units	1,615,000
Rosebud, SD—51 units.....	4,845,000
Total, personnel quarters.....	6,760,000

Offset.—The Committee recommends using \$1,500,000 in available unobligated funds from completed construction projects, to offset a portion of the costs of the projects recommended above.

DEPARTMENT OF EDUCATION

OFFICE OF ELEMENTARY AND SECONDARY EDUCATION

INDIAN EDUCATION

Appropriation enacted, 1986.....	\$67,071,000
Budget estimate, 1987	75,729,000
Recommended, 1987	67,236,000
Comparison:	
Appropriation, 1986.....	+165,000
Budget estimate, 1987	—8,493,000

The Indian Education Act of 1972 (P.L. 93-318, Title IV, as amended) provides support for the special educational needs of American Indian and Alaskan Native children, college students and adults. Through this Act, the Secretary of Education is given the authority to operate a variety of programs, including supplementary educational services, experimental, demonstration, and dissemination activities. Since Indians have traditionally been among the most disadvantaged, the special programs authorized and funded under this Act are directed at their special educational needs.

In fiscal year 1987, the President's budget contained no request for Indian Education because proposed legislation was to be officially transmitted to Congress at a later date. The Committee has yet to receive any official legislative package and used information provided by the Department on what this proposal encompassed

The Commission, in conjunction with the Department of the Interior, is responsible for having plans prepared for completion of a suitable memorial to the late President Franklin Delano Roosevelt.

The Committee recommends an appropriation of \$5,000, an increase of \$5,000 over the budget request. This appropriation in conjunction with funds being carried over from prior years should provide the resources necessary to operate the Commission in fiscal year 1987.

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

SALARIES AND EXPENSES

Appropriation enacted, 1986.....	\$2,315,000
Budget estimate, 1987.....	2,437,000
Recommended, 1987.....	2,342,000
Comparison:	
Appropriation, 1986.....	+27,000
Budget estimate, 1987.....	-95,000

The Pennsylvania Avenue Development Corporation was established in 1972 to prepare and implement a plan to upgrade the area adjacent to Pennsylvania Avenue between the Capitol and the White House in a manner suitable to its ceremonial, physical, and historical relationship to the government and its overall role as the ceremonial corridor of the Nation's capital.

The Committee recommends an appropriation of \$2,342,000, a decrease of \$95,000 to the Administration's fiscal year 1987 request. There is a corresponding increase of \$95,000 in Public Development to replace funds reprogrammed in fiscal year 1986 for the Market Square project from the Indiana roadway project. The reduction in salaries and expenses is for positions other than full-time permanent (-\$15,000), full-time permanent positions (-\$40,000), travel and transportation of persons (-\$5,000), and other services (-\$35,000).

PUBLIC DEVELOPMENT

Appropriation enacted, 1986.....	\$3,230,000
Budget estimate, 1987.....	3,774,000
Recommended, 1987.....	3,869,000
Comparison:	
Appropriation, 1986.....	+639,000
Budget estimate, 1987.....	+95,000

The public development appropriation includes relocation assistance, public improvements, historic preservation and development rights, demolition, parks, and open spaces.

The Committee recommends an appropriation of \$3,869,000, an increase of \$95,000 over the Administration's fiscal year 1987 budget request. This increase is to be used to replenish funds reprogrammed in fiscal year 1986 for the Market Square project from the Indiana roadway project. In addition to these funds, the Corporation is to utilize the \$750,000 requested to recover a cost incurred in 1978 when PADC purchased the Lansburgh building and \$45,000 of the funds requested in fiscal year 1987 for pedestrian lighting to complete the Indiana roadway project. These funds (\$890,000) will

avoid any further slippage in the scheduled completion of this project.

UNITED STATES HOLOCAUST MEMORIAL COUNCIL

HOLOCAUST MEMORIAL COUNCIL

Appropriation enacted, 1986.....	\$2,112,000
Budget estimate, 1987.....	2,057,000
Recommended, 1987.....	2,040,000
Comparison:	
Appropriation, 1986.....	-72,000
Budget estimate, 1987.....	-17,000

The Holocaust Memorial Council was established in Public Law 96-388 with a mandate to provide appropriate ways for the nation to commemorate the Days of Remembrance and to plan, construct and oversee the operation of a permanent living memorial/museum to the victims of holocausts.

The Committee recommends an appropriation of \$2,040,000, a reduction of \$17,000 under the Administration's budget request for fiscal year 1987.

This reduction is comprised of decreases of \$116,000 for the positions of Senior Deputy Director and Assistant Director; Communications which are unfilled positions which the Committee feels are not necessary at this time; \$35,000 for museum development funds; and \$1,000 for travel; and an increase of \$135,000 to continue the archival project the Council entered into with the National Archives in fiscal year 1986.

Bill language is included which states that none of the funds appropriated shall be used for compensation for Executive Level V or higher positions. Language is also included which provides that the Chairman of the Council may waive any Council bylaw when the Chairman determines that such waiver is in the best interest of the Council, and that reimbursement will only be provided for travel approved by the Chairman of the Council.

TITLE III—GENERAL PROVISIONS

The Committee recommends a general provision that section 1013 of the Budget and Impoundment Control Act will not be applicable to funds appropriated in this Act. The authority to establish reserves, provided in section 1002 of the Budget and Impoundment Control Act, is not affected by this proposal.

TRANSFER OF FUNDS

Pursuant to Clause 1(b), Rule X of the House of Representatives, the following table is submitted describing the transfer of funds provided in the accompanying bill.

The table shows the appropriations affected by such transfers.

APPROPRIATION TRANSFERS RECOMMENDED IN THE BILL

Account to which transfer is to be made	Amount	Account from which transfer is to be made	Amount
Operation of National Park System in Department of the Interior.	\$15,158,000	Planning Development and Operation of Recreation facilities in Department of the Interior.	\$15,158,000

APPROPRIATION TRANSFERS RECOMMENDED IN THE BILL—Continued

Account to which transfer is to be made	Amount	Account from which transfer is to be made	Amount
Fossil Energy Research and Development in Department of Energy.	2,074,000	Fossil Energy Construction in Department of Energy.	2,074,000
Fossil Energy Research and Development in Department of Energy.	437,000	Energy Security Reserve.....	437,000

CHANGES IN APPLICATION OF EXISTING LAW

Pursuant to clause 3, rule XXI of the House of Representatives, the following statements are submitted describing the effect of provisions in the accompanying bill which directly or indirectly change the application of existing law. In most instances these provisions have been included in prior appropriations acts.

The bill provides that certain appropriations items remain available until expended or extends the availability of funds beyond the fiscal year where programs or projects are continuing in nature under the provisions of authorizing legislation but for which that legislation does not specifically authorize such extended availability. Most of these items have been carried in previous appropriation acts. This authority tends to result in savings by preventing the practice of committing funds at the end of the fiscal year.

The bill includes, in certain instances, limitations on the obligations of funds for particular functions or programs. These limitations include restrictions on the obligation of funds or administrative expenses, travel expenses, the use of consultants, and programmatic areas within the overall jurisdiction of a particular agency.

The committee has included limitations for official entertainment or reception and representation expenses for selected agencies in the bill.

Language is included in the various parts of the bill to continue ongoing activities of those Federal agencies which require annual authorization or additional legislation which to date has not been enacted.

Language is included in various parts of the bill to transfer appropriations.

Language is included under the Bureau of Land Management, Management of lands and resources, requiring bonding of mining operations under the Mining Law of 1872 prior to approval of operations.

Language included under the Bureau of Land Management provides that a portion of the revenue (25 percent) otherwise due to the Oregon and California grant land counties under permanent authority from revenues from the Oregon and California grant lands be used instead by the Bureau, the Forest Service, and the Federal Highway Administration for construction, operation, maintenance, and other improvements of the O&C lands. This language or similar language has been carried in annual appropriation acts since 1953.

Language is included under Bureau of Land Management, Range improvements, to require grazing permittees to return profits re-

ceived from transferring or assigning grazing allotments to the U.S. Treasury.

Language included under the Bureau of Land Management, Administrative provisions, provides for the protection of lands for the State of Alaska. This activity is not specifically authorized by law. The State currently does not have in-house capability to provide fire protection for selected lands patented to the State. The Bureau of Land Management provides fire protection for the State on a reimbursable basis.

Language included in the bill under the Bureau of Land Management, Administrative provisions, provides for surveys on lands other than those under the jurisdiction of BLM.

Language included under the Bureau of Land Management, Administrative provisions, provides that appeals to grazing allotments on public rangelands must be taken within thirty days after receipt of a final allotment.

Language included in the bill under the Bureau of Land Management, Administrative provisions, provides for payment of costs connected with using volunteers.

Language is included under the United States Fish and Wildlife Service, Resource management, allowing for the maintenance of the herd of long-horned cattle on the Wichita Mountains Wildlife Refuge. Without this language, the long-horned cattle would have to be removed from the refuge. Language is also included providing for a Youth Conservation Corps program and placing restrictions on staff and staff levels of the Office of Legislative and Congressional Affairs.

Language is included under the United States Fish and Wildlife Service, Administrative provisions, for repair of damage to public roads; options for the purchase of land of not to exceed \$1; installation of certain recreation facilities; and the maintenance and improvement of aquaria. These provisions allow for a more efficient operation and management of the programs administered by the Fish and Wildlife Service.

Language is included under National Park Service, Operation of the National Park system, to allow road maintenance service to trucking permittees on a reimbursable basis. This provision has been included in the annual appropriation act since 1954.

Language is included under National Park Service, Operation of the National Park system, to preclude entering into future concessionaire contracts that do not include a termination for cause clause. Language is also included providing for a Youth Conservation Corps program and placing restrictions on staff and staff levels of the Office of Legislative and Congressional Affairs.

Language is included under National Park Service, Construction making the amount provided for improvements to the George Washington Parkway contingent upon funds being made available to add an additional lane to the Theodore Roosevelt Bridge.

Language is included under National Park Service, Administrative provisions, to allow for the transportation of children in nearby communities to and from any unit of the National Park System; for options for the purchase of land at not to exceed \$1; for procurement and delivery of medical services in park units; for use of helicopters and motorized equipment to remove feral horses and

burros at Death Valley National Monument; and for emergency law enforcement situations.

Language is included in the Administrative provisions, National Park Service, to prevent funds appropriated to the National Park Service from being used to add industrial facilities to the list of National Historic Landmarks without the consent of the owner, or to issue a request for proposals to lease Glen Echo National Park, or to plan or implement the closure of the Pacific Northwest Regional Office.

Language is included under National Park Service, Administrative provisions, allowing the recovery of costs associated with special use permits and the crediting of reimbursements to the current appropriation; and preventing the implementation of an agreement for the redevelopment of the southern end of Ellis Island until 30 legislative days have elapsed from the time the Congress is notified of the plans.

Language is included under the National Park Services, Administrative provisions, directing the Secretary of the Interior to process claims of the licensees of the American Revolution Bicentennial Administration, and specifying eligibility for claimants.

Language is included under Geological Survey, Surveys, investigations, and research, permitting the acceptance of contributions from other sources to carry out cooperative projects; and allowing the recording of obligations against accounts receivable in cooperative projects with State or local governments.

Language is included under Geological Survey, Administrative provisions, for the reimbursement of the GSA for security guard services; for contracting for topographic maps and geophysical or other surveys; to allow retention of receipts from the sale of maps to be available for printing and distribution of maps by the Survey; for payment of costs associated with the services of volunteers; and for the use of contracts, grants, and cooperative agreements.

Language is included under Minerals Management Service, Leasing and royalty management, providing for deduction of collection expenses from onshore leasing receipts prior to distribution of the receipts, and for the acceptance of contributions from other sources for the purposes of the appropriation.

Language is included under Bureau of Mines, Administrative provisions, to allow the sale of metal or mineral products manufactured in pilot plant projects and for the acceptance of contributions from other sources and for cooperative projects.

Language is included under Office of Surface Mining Reclamation and Enforcement, Regulation and technology, to allow use of performance bond forfeitures by the regulatory authority to conduct reclamation activities.

Language is included under Office of Surface Mining Reclamation and Enforcement, Abandoned mine reclamation fund, to limit the administrative expenses associated with RAMP type agreements entered into by the States to 15 percent. Language is also included which prohibits the Office of Surface Mining Reclamation and Enforcement from awarding reclamation grants to States which do not have an adequate penalty assessment and violator information system or are not adequately enforcing section 521(a) of Public Law 95-87. In addition, language is included specifying that

none of the funds may be used to implement a cost-sharing matching program. Moneys provided under Section 402(g)(3) are to be apportioned on the basis of the abandoned mine land inventory with priority given to protection of health, safety, general welfare and property from extreme danger of adverse effects of coal mining practices.

Language is included under the Bureau of Indian Affairs, Operation of Indian programs, for advance payments to Indian schools and business enterprises. Language is also included to prohibit BIA funds from being used to match programs funded under the Vocational Educational Act of 1963 as amended, prohibiting general assistance payments to Alaska Natives in the State of Alaska, and prohibiting the use of funds to move the Northern California agency without reprogramming approval and providing for certain funds to remain available for two fiscal years.

Language is included under Bureau of Indian Affairs, Construction, providing that funds appropriated for use by the Secretary to construct homes and facilities for Navajo families may be used for counseling and other related relocation activities.

Language is included under Bureau of Indian Affairs, Road construction, to allow up to 5 percent of Federal Highway Trust Fund contract authority to cover management and supervision costs and providing that funds for an Indian road in Oklahoma shall be available only when the State makes available the balance of the funding.

Language is included under Bureau of Indian Affairs, Tribal trust funds, to appropriate funds from tribal funds not otherwise available for expenditure.

Language is included under Territorial and International Affairs, Administration of Territories, authorizing Territorial governments to make purchases through the General Services Administration, and requiring audits of the financial transactions of the Territorial governments by the General Accounting Office.

Language is included under Territorial and International Affairs, Trust Territory of the Pacific Islands, for grants to the High Commissioner and Judiciary of the Trust Territory; authorizing the government of the Trust Territory to make purchases through the General Services Administration; requiring audits of the financial transactions of the Trust Territory government by the General Accounting Office; and providing that the Bikini Trust fund shall be available for relocation to any location.

Language is included under Office of the Secretary, Administrative provisions, prohibiting the use of working capital or consolidated working funds to augment certain offices.

Certain transfers are permitted under General provisions, Department of the Interior, to meet unforeseen emergencies, including fire suppression, earthquakes, floods, volcanoes, Office of Surface Mining emergency enforcement of State regulatory programs, and emergency reclamation projects under section 410 of Public Law 95-87. This language requires that the funds used must be replenished by a supplemental appropriation.

Language is included under General provisions, Department of the Interior to consolidate services and receive reimbursement for said services.

Language is included under General provisions, Department of the Interior, to allow for obligations in connection with contracts issued by GSA for services or rentals for periods not in excess of 12 months beginning at any time during the fiscal year.

Language is included under General provisions, Department of the Interior, to restrict leasing within the Outer Continental Shelf Georges Bank—North Atlantic planning area and prohibit changing the name of Mount McKinley.

Language is included under General provisions, Department of the Interior outlining review by the Secretary of the Interior of the proposals presented by the co-chairmen of the negotiating team and delaying certain aspects of lease sales 91 and 95 "the Northern and Southern California planning areas.

Language is included under General provisions, Department of the Interior, prohibiting the use of funds for the Great Hall of Commerce; allowing funds to be used to buy insurance on vehicles in Canada and Mexico; and prohibiting use of funds for certain employee details.

Language is included under General provisions, Department of the Interior, adding a new subsection to section 5 of the Outer Continental Shelf Lands Act stating that new vessels, rigs, platforms or other structures are to be built from articles, materials or supplies at least 50 percent of which have been mined, produced or manufactured in the United States. The language also provides for the fabrication of these items in the United States unless a waiver is obtained from the Secretary of the Interior.

Language is included under General provisions, Department of the Interior, authorizing the Secretary of the Interior to convey the Miles City fish hatchery to the State of Montana, and designating the Laurel Highlands National Recreational Trail as part of the Potomac Heritage Trail and providing for Congressional review of any Westlands Water District Settlement.

Language is included under General provisions, Department of the Interior to name the George M. O'Brien Visitor Center in the Illinois and Michigan Canal National Heritage Corridor, and providing for a land exchange in Berkeley, Illinois.

Language is included in the Forest Service, Acquisition of lands to complete exchanges, and Acquisition of lands for national forest special acts, to provide that revenues and funds deposited are made available for appropriation.

Language included under the Forest Service, Administrative provisions, permits funds previously appropriated to be recovered from receipts deposited on the applicable National forest. These funds, when recovered, may be spent and recovered on any National forest.

Language is included under the Forest Service, Administrative provisions, limiting the availability of funds to change the boundaries or abolish any region or to move or close any regional office. Language is also provided to allow for emergency rehabilitation of burned-over lands, and to provide that proceeds from the sale of aircraft may be used to purchase replacement aircraft.

Language is included under Forest Service, Administrative provisions, to prevent a change in the Forest Service appropriation structure without advance approval of the House and Senate Com-

mittees on Appropriations, and making funds available to comply with the Federal Water Pollution Control Act and for a Youth Conservation Corps program.

Language is included under the Forest Service, Administrative provisions, allowing funds to be used through the Agency for International Development and the Office of International Cooperation and Development for work in foreign countries.

Language is included under the Forest Service, Administrative provisions, to prohibit transfer of funds among appropriations without advance approval of the House and Senate Committees on Appropriations; and to prohibit transfers of funds to the working capital fund of the Department of Agriculture without approval of the Chief of the Forest Service.

Language is included under the Forest Service, Administrative Provisions providing for settlement of claims from a forest fire in the Black Hills National Forest.

Language is included under the Department of Energy, Clean coal technology, requiring an informational solicitation for projects and a report to Congress.

Language is included under the Department of Energy, Fossil energy research and development, which places a limitation on the field testing of nuclear explosives for the recovery of oil and gas; and which also provides for a cost-shared program in magnetohydrodynamics.

Language is included under the Department of Energy, Energy conservation, which provides for a cost-shared program on energy efficient steel production processes, which prohibits the annual collection of industrial energy consumption data, and which provides an energy research facility subject to authorization and peer review.

Language is included under SPR petroleum account, Department of Energy, requiring a minimum fill rate for the Reserve.

Language is included under the Department of Energy, Energy Information Administration, requiring a triennial manufacturing energy consumption survey.

Language is included under Administrative provisions, Department of Energy, limiting programs of price supports or loan guarantees to what is provided in appropriation acts; providing for the transfer of funds to other agencies of the Government; providing for retention of revenues by the Secretary of Energy on certain projects; requiring certain contracts be submitted to Congress prior to implementation; allowing acceptance of contributions and carrying out cooperative projects; and providing for emergency transfer of funds to the Emergency preparedness appropriation.

Language is included under Health Resources and Services Administration, Indian health services, for payments for telephone service in private residences in the field and purchase of reprints; for purchase and erection of portable buildings; to provide that contracts and grants may be performed in two fiscal years; and to provide for use of collections under Title IV of the Indian Health Care Improvement Act, with limitations on types of projects.

Language is included under Health Resources and Services Administration, Indian health facilities, for the purchase of trailers.

Language is included under Health Resources and Services Administration, Administrative provisions, providing that health care may be extended to non-Indians at Indian Health Service facilities; and allowing the Indian Health Service to seek subrogation of various claims for compensation.

Language is included under Health Resources and Services Administration, Administrative provisions, providing that no funds shall be available for initial lease of permanent structures, and to prevent the Indian Health Service from billing Indians in order to collect from third-party payers until Congress has agreed to implement a specific policy.

Language is included under Health Resources and Services Administration, Administrative provisions, providing for special retention pay, and prohibiting changes in resource allocation methodology without approval of the Appropriations Committees and specifying that certain funds shall not be subject to certain travel limitations.

Language is included under Navajo and Hopi Indian Relocation Commission, Salaries and expenses, prohibiting movement of any single Navajo or Navajo family unless a new or replacement home is available; limiting funds for legal services and prohibiting use of funds for services of anyone who has been registered as a lobbyist for the Commission; and establishing a priority for relocation of Navajos to those certified eligible who have selected and received homesites on the Navajo reservation or selected replacement residence off of the Navajo reservation.

Language is included under Smithsonian Institution, Salaries and expenses, to allow for advance payments to independent contractors performing research services or participating in official Smithsonian presentations and providing that funds may be used to support American overseas research centers.

Language is included in the bill under the Smithsonian Institution, Restoration and renovation of buildings, to permit the Smithsonian Institution to select contractors for certain purposes on the basis of contractor qualifications as well as price; and to permit the transfer of expenditure of funds for construction or maintenance of an access to the Whipple Observatory.

Language is included under Construction and improvements, National Zoological Park, and Restoration and renovation of buildings, Smithsonian Institution, to construct facilities by contract or otherwise.

Language is included under the National Gallery of Art, Salaries and expenses, for payment in advance for membership in library, museum, and art associations or societies and for restoration and repair of works of art by contract without advertising, and to select contractors for certain purposes on the basis of contractor qualifications as well as price.

Language is included under National Gallery of Art, Repair, restoration and renovation of buildings, to perform work by contract or otherwise; and to select contractors for certain purposes on the basis of contractor qualifications as well as price.

Language is included under National Foundation on the Arts and the Humanities, Grants and administration prohibiting a re-

programming for an increase in administration unless a sequestration order is implemented.

Language is included under National Foundation on the Arts and the Humanities, Matching grants, to allow for the obligation of current and preceding fiscal years' funds of gifts, bequests, and devises of money for which equal amounts have not previously been appropriated.

Language is included under National Capital Arts and Cultural Affairs, which eliminates the selection panel and distribution formula.

Language is included in the bill under the National Foundation on the Arts and the Humanities, Institute of Museum Services, Salaries and expenses, Advisory Council on Historic Preservation and United States Holocaust Memorial Council, to restrict hiring anyone at Executive Level V or higher.

Language is included under United States Holocaust Memorial Council, Holocaust Memorial Council, to permit persons other than Council members to be members of committees of the Council without cost to the Federal government, and to permit the Chairman to waive any bylaw when he determines that such waiver is in the best interest of the Council and to specify that employees may be reimbursed for travel only when approved by the Chairman of the Council.

Title III—General provisions contains language carried in previous appropriations acts, which places limitations on the use of funds in the bill for the export of unprocessed timber from the United States unless it is determined that the timber is surplus to domestic needs. In addition, language included in the bill limits the use of funds for the leasing of oil and natural gas by noncompetitive leasing within the boundaries of the Shawnee National Forest and prohibits use of funds to distribute literature either to promote or oppose legislative proposals on which Congressional action is incomplete.

Language is included in Title III—General provisions to prohibit the use of funds to provide personal cooks, chauffeurs or other personal servants to any officer or employee.

Language is included in Title III—General provisions to prohibit activities related to mineral leasing in designated wilderness areas and specified categories of wilderness study areas, including Bureau of Land Management wilderness study areas, and to prohibit oil, gas or geothermal leasing in the designated areas of the Mount Baker-Snoqualmie National Forest.

Language is included in Title III—General provisions to allow the Secretaries of Interior, Energy, Agriculture and Smithsonian Institution to enter into contracts with State and local governmental entities for services related to fire suppression in any units under their jurisdiction.

Language is included in Title III—General provisions prohibiting assessments against programs funded in this bill, and prohibiting personnel ceilings except as provided by law.

Language is included in Title III—General provisions prohibiting the use of funds for planning, conducting or supervising deer hunting on the Loxahatchee National Wildlife Refuge.

Language is included in Title III—General provisions prohibiting the use of funds by the Department of the Interior or the United States Forest Service to implement the proposed jurisdictional interchange program.

Language is included in Title III—General provisions establishing a market-based grazing fee for domestic livestock grazing on public rangelands.

Language is included in Title III—General provisions prohibiting the study of the sale or transfer of the Naval Petroleum reserves out of government control.

Language is included in Title III—General provisions which provides that section 1013 of the Budget and Impoundment Control Act shall not apply to funds appropriated in this Act.

COMPLIANCE WITH RULE XIII—CLAUSE 3

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

At the end of section 5 of the Outer Continental Shelf Lands Act (43 U.S.C. 1334), as amended by section 204 of Public Law 95-372, insert the following new subsection:

(j)(1) Any vessel, rig, platform, or other structure used for the purpose of exploration or production of oil and gas on the Outer Continental Shelf south of 49 degrees North latitude shall be built—

(A) in the United States; and

(B) from articles, materials, or supplies at least 50 percent of which, by cost, shall have been mined, produced, or manufactured, as the case may be, in the United States.

(2) The requirements of paragraph (1) shall not apply to any vessel, rig, platform, or other structure which was built, which is being built, or for which a building contract has been executed, on or before October 1, 1985.

(3) The Secretary may waive—

(A) the requirement in paragraph (1)(B) whenever the Secretary determines that 50 percent of the articles, materials, or supplies for a vessel, rig, platform, or other structure cannot be mined, produced, or manufactured, as the case may be, in the United States; and

(B) the requirement in paragraph (1)(A) upon application, with respect to any classification of vessels, rigs, platforms, or other structures on a specific lease, when the Secretary determines that at least 50 percent of such classification, as calculated by number and by weight, which are to be built for exploration or production activities under such lease will be built in the United States in compliance with the requirements of paragraph (1)(A).

FIVE-YEAR PROJECTION OF OUTLAYS

In compliance with section 308(a)(1)(C) of the Congressional Budget Act of 1974 (Public Law 93-344), as amended, the following

table contains five-year projections associated with the budget authority provided in the accompanying bill:

	[In thousands]
Budget authority.....	\$8,247,192
Outlays:	
Fiscal year 1987.....	5,538,057
Fiscal year 1988.....	2,107,865
Fiscal year 1989.....	465,126
Fiscal year 1990.....	116,111
Fiscal year 1991 and future years.....	29,083

In accordance with section 308(a)(1)(C) of the Congressional Budget Act of 1974 (Public Law 93-344), as amended, the following information was provided to the Committee by the Congressional Budget Office. The bill will not affect existing law levels of budget authority, budget outlays, spending authority, revenues, tax expenditures, direct loan obligations, or primary loan guarantee commitments.

ASSISTANCE TO STATE AND LOCAL GOVERNMENTS

In accordance with section 308(a)(1)(D) of the Congressional Budget Act of 1974 (Public Law 93-344), as amended, the financial assistance to State and local governments is as follows:

	[In thousands]
New budget authority.....	\$710,401
Fiscal year 1987 outlays resulting therefrom.....	\$332,454

Land acquisition.....	32,566,000	31,356,000	42,936,000	+10,370,000	+39,730,000
Operation and maintenance of recreation facilities.....		52,000,000			-52,000,000
Acquisition of lands for national forests, special acts.....			966,000	+189,000	
Acquisition of lands to complete land exchanges.....	777,000	744,000	895,000	+875,000	
Range betterment fund (indefinite).....	20,000	20,000	3,800,000	+2,000	
Miscellaneous trust funds.....	3,798,000	3,798,000	90,000	+1,000	
Total, Department of Agriculture.....	1,658,797,000	1,595,029,000	1,424,637,000	-234,160,000	+137,643,000
DEPARTMENT OF THE TREASURY					
Energy Security Reserve (rescission) 1/.....	(-6,900,000,000)	(-6,900,000,000)		(+6,900,000,000)	
1/ Rescission not included for comparison purposes.					

DEPARTMENT OF ENERGY

Clean Coal Technology (by transfer):					
Fiscal year 1986.....	(99,400,000)	(99,400,000)			
Fiscal year 1987.....	(149,100,000)	(149,100,000)			
Fiscal year 1988.....	(149,100,000)	(149,100,000)			
Subtotal, Clean Coal Technology Reserve.....	(397,600,000)	(397,600,000)			
Fossil energy research and development.....	310,971,000	296,954,000	82,767,000	+3,541,000	+231,745,000
(by transfer).....	(13,015,000)	(13,015,000)	(2,511,000)	(-10,504,000)	
Naval petroleum and oil shale reserves.....	13,585,000	13,015,000	127,108,000	+106,591,000	-4,931,000
Energy conservation.....	446,721,000	437,002,000	231,825,000	-214,896,000	+192,392,000
Economic regulation.....	24,475,000	21,512,000	23,400,000	-1,075,000	+1,550,000
Emergency preparedness.....	6,008,000	5,723,000	6,044,000	+36,000	
Strategic Petroleum Reserve.....	112,365,000	107,533,000	147,433,000	+35,068,000	+147,433,000
SPR petroleum account.....	60,318,000	57,724,000	331,000,000	+331,000,000	+331,000,000
Energy Information Administration.....	1,020,360,322	1,020,360,322	60,361,000	+43,000	+710,000
Alternative fuels production.....	-1,020,360,322	-1,020,360,322		-1,020,360,322	
Appropriation for debt reduction.....				+1,020,360,322	
Total, Department of Energy.....	974,444,000	931,898,000	336,853,000	1,236,752,000	+899,899,000

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Health Resources and Services Administration					
Indian health services.....	831,694,000	821,265,000	722,378,000	+4,642,000	+113,958,000
Indian health facilities.....	46,665,000	46,198,000	54,921,000	+8,256,000	+54,921,000
Total, Department of Health and Human Services.....	878,359,000	867,463,000	777,299,000	+12,898,000	+168,879,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987 -- Continued

Agency and item	Bill compared with--			
	New budget (obligational) authority, fiscal year 1986	New budget (obligational) authority, adjusted fiscal year 1986	Budget estimates (obligational) authority, fiscal year 1987	New budget (obligational) authority, fiscal year 1987
DEPARTMENT OF EDUCATION				
Office of Elementary and Secondary Education				
Indian education.....	67,071,000	64,187,000	75,729,000	67,236,000
				+165,000
				-8,493,000
OTHER RELATED AGENCIES				
Navajo and Hopi Indian Relocation Commission				
Salaries and expenses.....	22,356,000	21,395,000	22,335,000	22,335,000
				-21,000

Smithsonian Institution				
Salaries and expenses.....	176,995,000	169,384,000	190,061,000	189,318,000
Museum programs and related research (special foreign currency program).....	2,495,000	2,378,000	---	---
Construction and improvements, National Zoological Park.....	5,518,000	5,281,000	4,851,000	4,851,000
Restoration and renovation of buildings.....	11,009,000	10,536,000	12,828,000	12,113,000
Construction.....	3,976,000	3,805,000	7,500,000	6,095,000
Subtotal.....	199,983,000	191,384,000	215,240,000	212,377,000
				+12,323,000
				-2,485,000
				-667,000
				+1,104,000
				+2,119,000
				-1,405,000
				-2,863,000
National Gallery of Art				
Salaries and expenses.....	33,587,000	32,108,000	34,607,000	34,607,000
Repair, Restoration and Renovation of Buildings.....	3,244,000	3,139,000	2,400,000	2,400,000
Subtotal, National Gallery of Art.....	36,831,000	35,247,000	37,007,000	37,007,000
				+1,020,000
				-844,000
				+176,000

	(16,320,000)	(15,599,000)	(16,320,000)	(16,320,000)	(+20,000)	(-30,000,000)
(Limitation on direct loans)	(-55,491,000)	(-102,765,000)	(-86,815,000)	(-86,815,000)	(-31,324,000)	
(Timber receipt transfers to general fund)	(13,015,000)	(13,015,000)	(2,511,000)	(2,511,000)	(-10,504,000)	
(By transfer)						
TITLE I - DEPARTMENT OF THE INTERIOR						
Bureau of Land Management	574,350,000	549,840,000	550,246,000	555,481,000	-18,669,000	+5,235,000
United States Fish and Wildlife Service	363,903,000	367,541,000	395,385,000	369,483,000	-14,420,000	+74,098,000
National Park Service	864,770,000	827,095,000	715,884,000	846,164,000	-18,606,000	+131,980,000
Geological Survey	430,769,000	412,306,000	398,594,000	423,220,000	-7,549,000	+27,730,000
Minerals Management Service	167,210,000	160,029,000	167,100,000	162,893,000	-4,317,000	+1,793,000
Bureau of Mines	133,449,000	137,711,000	107,100,000	162,893,000	-7,020,000	+19,329,000
Office of Surface Mining Reclamation and Enforcement	231,073,000	276,569,000	291,400,000	331,798,000	+40,725,000	+40,398,000
Bureau of Indian Affairs	1,038,107,000	984,793,000	924,790,000	984,546,000	-53,561,000	+59,846,000
Territorial and International Affairs	309,905,000	363,784,000	113,499,000	129,384,000	-180,521,000	+16,885,000
Secretarial Offices	81,293,000	77,788,000	80,680,000	80,721,000	-572,000	+121,000
Total, Title I - Department of the Interior	4,274,829,000	4,159,436,000	3,632,714,000	4,010,119,000	-264,710,000	+377,405,000
TITLE II - RELATED AGENCIES						
Forest Service	1,658,797,000	1,595,029,000	1,286,994,000	1,424,637,000	-234,160,000	+137,643,000
Department of the Treasury	(-6,900,000,000)	(-6,900,000,000)			(+6,900,000,000)	
Indian Health	974,444,000	931,898,000	336,853,000	1,236,752,000	+262,308,000	+899,899,000
Indian Education	878,359,000	867,463,000	728,978,000	891,257,000	+12,898,000	+168,879,000
Navajo and Hopi Indian Relocation Commission	67,071,000	64,187,000	75,729,000	67,238,000	+165,000	-8,493,000
Saltworks	22,356,000	21,395,000	22,325,000	22,338,000	-21,000	
National Gallery of Art	199,983,000	191,384,000	215,320,000	212,377,000	+12,394,000	-2,863,000
National Endowment for the Arts	36,831,000	35,247,000	37,807,000	37,007,000	+176,000	+117,000
Arts and Artifacts Indemnity Fund	4,366,000	4,221,000	3,866,000	3,383,000	-983,000	+20,761,000
National Endowment for the Humanities	165,661,000	158,538,000	144,900,000	165,661,000	-298,000	+12,201,000
National Capital Arts and Cultural Affairs	138,641,000	132,594,000	126,440,000	138,641,000	+1,512,000	+3,500,000
Institute of Museum Services	1,988,000	1,988,000	330,000	3,500,000	+1,512,000	+21,064,000
Commission of Fine Arts	21,394,000	20,474,000	420,000	21,394,000	+40,000	
Advisory Council on Historic Preservation	1,575,000	1,575,000	1,417,000	1,420,000	-42,000	+116,000
National Capital Planning Commission	2,696,000	2,580,000	2,684,000	2,684,000	-12,000	+5,000
Franklin D. Roosevelt Memorial Commission	21,000	20,000	5,000	5,000	-16,000	
Pennsylvania Avenue Development Corporation	5,545,000	5,026,000	6,211,000	6,211,000	+666,000	
Holocaust Memorial Council	2,112,000	2,021,000	2,057,000	2,040,000	-72,000	-17,000
Total, Title II - Related Agencies	4,182,518,000	4,036,501,000	2,984,261,000	4,237,073,000	+54,555,000	+1,252,812,000
Grand total	9,457,347,000	8,195,937,000	6,616,975,000	8,247,192,000	-210,155,000	+1,630,217,000

