

4. PROTECTING THE ENVIRONMENT

From our inner cities to our pristine wild lands, we have worked hard to ensure that every American has a clean and healthy environment. We've rid hundreds of neighborhoods of toxic waste dumps, [and] taken the most dramatic steps in a generation to clean the air we breathe... We have made record investments in science and technology to protect future generations from the threat of global warming. We've worked to protect and restore our most glorious natural resources, from the Florida Everglades to California's redwoods... to Yellowstone. And we have, I hope, finally put to rest the false choice between the economy and the environment.

President Clinton
January 2000

From the start, President Clinton and Vice President Gore have firmly believed that we must expand the economy and we must protect and preserve the environment. The record of the past seven years is a clear example that we can do both with success. Today, as Americans enjoy the cleanest environment in a generation, the Administration continues to pursue its vigorous agenda to protect America's land, air, and water while our economy continues to set new records.

In the past seven years, the Administration has permanently enhanced the conservation of tens of millions of acres of ecologically, culturally, or historically significant lands; tripled the pace of cleaning up Superfund hazardous waste sites; enacted rules to reduce emissions from autos and small trucks by 75 to 95 percent; and, made America's drinking water significantly safer.

The Administration has protected millions of acres of fragile lands by: creating the Grand Staircase-Escalante National Monument in Utah, which provides enhanced protection for 1.7 million acres of spectacular red rock canyonlands and artifacts from three cultures; protecting Yellowstone National Park by halting the massive New World Mine in Montana, which posed a severe environmental threat to Yellowstone's unique landscape and wildlife resources; reaching an historic agreement, in partnership with the State of California, to purchase the Headwaters ancient redwood forest in northern California; and, placing 57,000 acres of the

last free-flowing stretch of the Columbia River into the national wildlife refuge system. It is also negotiating the purchase of the majestic 95,000 acre Baca Ranch in New Mexico in order to preserve its unique ecosystem. In addition, the President has designated three new monuments and expanded a fourth, protecting unique and fragile Federal lands from the rocky coast of California to the north rim of the Grand Canyon, creating the Grand Canyon Parashant National Monument and Agua Fria National Monument in Arizona, and the California Coastal Monument.

In its efforts to make day-to-day life safer for children and families, the Administration has recently set tough new clean air standards for cars, trucks, and gasoline that will improve the lives of millions of Americans who suffer from respiratory illnesses. The President has signed legislation to strengthen food and water safety, so American families will know their children have safe food to eat and have healthy and clean tap water to drink. The Administration has also greatly accelerated the pace of cleaning up Superfund hazardous waste sites, completing more than three times as many in the past seven years as were completed in the previous twelve. The United States has negotiated an international treaty, the Kyoto Protocol, to reduce greenhouse gas emissions, which contribute to global warming, in an environmentally strong and economically sound way.

In the future, our Nation will continue to face a host of environmental challenges—to provide cleaner air, safer water, and an environment free of toxic chemical threats, while preserving our grand natural wonders, and the small, simple green and open spaces closer to home. This budget is designed to build on the Administration's past successes and meet the challenges of the future by developing creative solutions and forming partnerships with affected stakeholders to meet our Nation's environmental challenges in innovative ways.

The 2001 Budget will target resources to new or expanded environmental initiatives: Lands Legacy, which includes a dedicated stream of funding to protect America's natural and historic treasures; Clean Energy, an effort to help reduce the threat of global warming; Greening the Globe, to save tropical and other forests around the world; and, an action plan to combat pollution in the Great Lakes. In addition, the budget provides additional resources to support: Farm Conservation to protect farmland and upgrade water quality; the Clean Water Action Plan to strengthen efforts cleaning up polluted waterways; and, Climate Change Technology efforts to continue research and development (R&D) on technologies to combat global warming.

Approaches for Environmental Success

Preserving Our National Treasures: We have the valuable opportunity today to make choices that will determine what is preserved for future generations. Just as we now are grateful for the far-sighted efforts of the last century to protect Yellowstone and Yosemite, so will Americans in the next century appreciate the measures taken by this Administration to conserve our natural treasures, including the fragile landscapes of the California Desert, the red-rock canyons of Utah, and the ancient redwood trees of the Headwaters Forest, as well as the Administration's ongoing efforts to acquire the majestic Baca Ranch in New Mexico. The Administration is also working to preserve important places that are central to America's history, including well-known sites such as Gettysburg and Independence Hall. It also seeks to commemorate more recent contributions to this Nation's history, in-

cluding the birth home of Martin Luther King, Jr., in Atlanta. The budget proposes to help protect these natural and historic treasures—large and small—through a set of programs that provide resources, including land acquisition under the Lands Legacy initiative.

Protecting Roadless Areas and Improving the Forest Road System: There are more than 50 million acres of roadless areas within the Department of Agriculture's (USDA's) National Forest System, which are both vital havens for wildlife, critical to the survival of endangered and other species; and the source of clean, fresh water for numerous communities. Last year, the President directed the Forest Service to develop, and propose for public comment, regulations to provide long-term protection for these roadless areas in the National Forest System. The Forest Service expects to adopt a final roadless rule following full public debate and comment in late 2000.

For national forest roaded areas, the Forest Service is preparing regulations designed to make the existing road system safe for forest visitors, responsive to public needs, environmentally sound, and efficient to manage.

Restoring Ocean Resources: The National Oceans Conference, held in June 1998, drew together for the first time a full array of ocean interests, from government to industry, science to conservation. The Conference resulted in many new initiatives, including new steps to restore coastal reefs, rebuild marine fisheries, preserve freedom of the seas, provide public access to military data and technology, enhance the competitiveness of America's ports, and protect our national marine sanctuaries from oil drilling. A follow-up report to the President and Vice President on the National Oceans Conference was issued in September 1999, which highlighted the importance of preserving the oceans' complex and delicate balances. The budget provides \$50 million in response to goals and commitments established at the Conference.

Conserving the Everglades: The Administration has provided an unprecedented level of funding to restore the Everglades—the most extensive ecosystem restoration effort ever undertaken in the United States. Since 1993, the Administration has directed \$1.5 billion to land acquisition, water projects, and scientific

research for Everglades restoration. Of this total, about \$500 million—including \$200 million from the 1996 Farm Bill—has funded the purchase of land in south Florida to help preserve the Everglades in perpetuity. A significant portion of these funds resulted from the Vice President's 1996 Everglades restoration plan, which proposed \$100 million annually over four years for the land acquisition effort.

In 1999, the Vice President presented the Administration's long-term comprehensive plan for Everglades restoration, known as the Central and Southern Florida Comprehensive Review Study, known as the Restudy. This effort relies upon Federal-State-Tribal partnerships, an innovative interagency task force, and the work of private, corporate, and governmental stakeholders who have joined together to restore the Everglades. The Restudy proposes a comprehensive response that would store water for critical uses; manage water to improve the timing and quantity of flows to the Everglades; improve wildlife habitat; and, create wetlands to filter runoff. The Federal Government and Florida will each pay half of the cost of implementing the plan, estimated at \$7.8 billion over the next 20 years once it is authorized. The Administration will submit authorizing legislation to implement the Restudy this year.

The budget continues the Administration's support for Everglades restoration, even in advance of new legislation. For this effort, the budget proposes about \$334 million for the Army Corps of Engineers, Department of the Interior, and other agencies—\$50 million more than Congress approved for 2000—including \$135 million for Corps of Engineers water project infrastructure and \$80 million for land acquisition.

Improving Park Management: The Administration is committed to improving national park management so that available funds are most effectively targeted at top priority needs. Last year, the Administration initiated reforms in park construction management and capital asset planning. This year, the Administration proposes a new senior-level manager to enhance National Park Service (NPS) partnership efforts and manage increasingly complex cooperative agreements, leases,

and concessions contracts. NPS has an unmatched potential to tap into the broad public support for our parks, as demonstrated by recent partnerships to restore Crissy Field in San Francisco and footpaths in Acadia National Park, Maine. This new effort will help other parks in negotiating similar agreements with partners and friends groups. It will also coordinate efforts within NPS to improve operational efficiency, business planning, and returns from leases and concessions contracts. As the Smithsonian Institution, military services, and others have learned, an organization without a business background often needs the input of specialized expertise to best handle business activities. This becomes increasingly important in a continuing era of constrained appropriations.

Targeting the Conservation Reserve Program (CRP): This USDA program encourages landowners to adopt long-term conservation practices on environmentally sensitive and erodible land by providing cost-share assistance and annual rental payments. The Administration's farm safety net proposal expands the CRP from 36.4 million to 40.0 million cumulative acres. In 1999, CRP enrolled 4.7 million of the most environmentally beneficial acres bid, bringing cumulative enrollment to 30.2 million acres. A related program, the Conservation Reserve Enhancement Program (CREP), addresses conservation issues of State and national significance through cost-sharing and targeting of Federal CRP and State funds, with a plan to help meet the State's specific conservation goals. By 2000, eight States (Oregon, Washington, Maryland, Illinois, Minnesota, New York, North Carolina, and Delaware) had signed CREP cost-sharing agreements totaling about 611,000 acres and \$1.1 billion over several years. USDA estimates that 20 States will have CREP agreements by the end of 2001.

Empowering Citizens with Knowledge: Requiring industries to share information about chemicals released into the air and water helps empower citizens to fight back, creating a powerful incentive for industry to pollute less. In the decade since the public's right to know about chemical releases became law of the land, industry's toxic pollution has fallen nearly 50 percent. The Administration has expanded the public's right to know by

doubling the number of chemicals subject to reporting requirements and by increasing by 30 percent the number of facilities that must report.

The Administration has also established the Chemical Right to Know Initiative, which includes a highly successful, innovative, voluntary partnership with industry to develop and provide the public with basic health data on chemicals released into the environment in high volume. The Environmental Protection Agency (EPA) has also greatly expanded the amount of environmental data available to the public through an initiative to provide the Nation's 86 largest metropolitan areas with real-time environmental information.

Providing Safe Drinking Water: Today, America's drinking water is significantly safer than six years ago. Administration efforts to strengthen drinking water safety, including amending the Safe Drinking Water Act in partnership with Congress, mean that 89 percent of Americans now get tap water from drinking water systems that meet these tough Federal standards, an increase of six percentage points since the standards went into effect in 1994. The Administration has also issued regulations requiring water systems to improve filtration and monitoring to protect against contamination by harmful microbes, and issue annual reports to their customers on the safety of their drinking water.

Reducing Air Pollution: During the last seven years, the Administration has taken major steps to improve the quality of the air we breathe and has helped cut the number of metropolitan areas not in compliance with Federal ozone standards from 98 metropolitan areas in 1993 down to 38 such areas today.

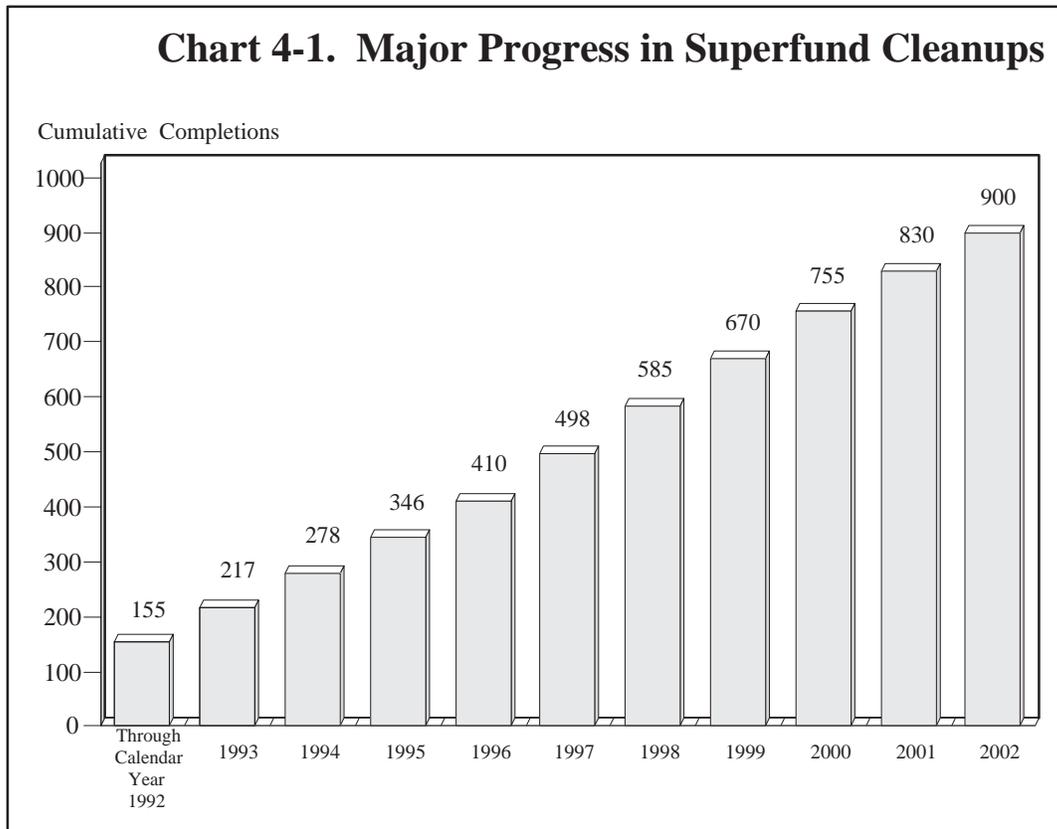
Late last year, EPA established new rules for the sulfur content of gasoline and emissions from new car and light duty trucks that will result in vehicles that are 77 to 95 percent cleaner than those of today. These measures, to be phased in from 2004 to 2009, may prevent thousands of premature deaths, tens of thousands of cases of respiratory illness, and hundreds of thousands of lost work days. In past years, EPA has

also issued rules to reduce toxic air pollution from chemical plants by 90 percent and put in place a program to clear the haze and restore pristine skies to our national parks.

Cleaning Up Toxic Waste Sites: EPA's Superfund program to clean up abandoned hazardous waste sites has become faster, fairer, and less expensive. At the end of 1999, a total of 670 Superfund sites had been cleaned up—515 of these cleanups have been completed since 1993, while only 155 of the sites were cleaned up during the previous 12 years.

The Administration proposes to clean up an additional 230 Superfund sites within the next three years. This plan would mean that some two-thirds, or 900, of the Nation's worst toxic waste dumps would be cleaned up by the end of 2002 (see Chart 4-1). EPA's Superfund administrative reforms are responsible for saving more than \$1 billion in future costs by updating cleanup remedy decisions (to determine whether the same level of protection could be provided at lower cost) at more than 290 sites, while streamlining the liability allocation process to reach settlement with more than 18,000 small parties at Superfund sites. The budget proposes \$1.45 billion to enable the Administration to meet its 900-site cleanup goal in 2002.

Redeveloping Contaminated Land: The Brownfields National Partnership is bringing together the resources of more than 20 Federal agencies to clean up and redevelop former industrial sites in economically disadvantaged areas. Communities have reported that the initial two-year investment of \$385 million has already created over 5,000 jobs and leveraged \$1.8 billion in private investment, as well as helped to preserve existing uses of undeveloped land. The brownfields tax incentive, enacted as part of the 1997 Taxpayer Relief Act and extended by the 1999 Tax Relief Extension Act, will leverage another \$4 billion in private investment by allowing businesses to deduct certain cleanup costs on environmentally contaminated lands. The Administration proposes to make permanent this tax incentive, which otherwise expires at the end of 2001.



Making the Endangered Species Act (ESA) Work: Administration reforms have increased the flexibility of the ESA, furthering its ability of the ESA to provide earlier protection for at-risk species so, with these earlier efforts, the species will not have to be listed as endangered at a later point. These reforms include voluntary conservation agreements (Candidate Conservation Agreements-CCAs) between the Fish and Wildlife Service and private or public parties to implement conservation measures and monitoring activities to prevent the need to add species to the Endangered Species list. In 1999, the Federal Government entered into 10 CCAs with private landowners or State and local governments that, together with other efforts, allowed seven species to be approved for removal from the Candidate list. In addition, early intervention processes implemented by the National Marine Fisheries Service to identify species before they become endangered and immediately implement protection strategies will effectively eliminate the need to list five threatened species.

The Administration also has supported the use of Habitat Conservation Plans (HCPs) to address potential conflicts between development and protection of listed species. HCPs give the private sector and State, local, and Tribal governments the flexibility to propose solutions that permit the protection of endangered species and conservation of habitat, while allowing for development. HCPs will cover an estimated 325 species by the end of 2000.

Improving Public Lands Management: Interior's Bureau of Land Management (BLM) has been reforming and improving grazing management to protect riparian and upland habitat by implementing regional and local standards and guidelines to establish the condition, health, and uses of lands it administers for grazing. The new standards and guidelines have been developed in concert with innovative consensus-building public Resource Advisory Councils. BLM will now begin a process of reviewing, renewing, updating, and improving its overall land use and resource management plans, many of which are over 20 years old.

Just as with the standards and guidelines development, this process will seek input from the public, including recreationists, ranchers, miners, timber companies, environmentalists, hikers, campers, anglers, State and community leaders, and experts in land management.

Environmental and Natural Resource Investments

The budget proposes to boost funding for high-priority environmental and natural resource programs by 11 percent, compared to 2000 levels (see Table 4-1).

Preserving Our Natural Heritage: As we enter a new century, our Nation continues to face new challenges to preserve the natural heritage, historic sites, and green spaces that Americans have come to treasure. The budget again proposes a Lands Legacy initiative, to protect natural treasures and historic places and provide the tools for States, localities, and Tribes to plan for smart growth (see Table 4-2). The initiative also provides funding for States and other entities to conserve important lands for recreation, open space, and wildlife habitat, plus preserve forests, farmland, and coastal areas.

The budget includes \$1.4 billion in discretionary funding for Lands Legacy (\$673 million over 2000), and proposes a new budget category to provide dedicated and protected funding for the programs included in the initiative. Funds not appropriated to programs within the proposed cap of \$1.4 billion will be unavailable to offset spending under other discretionary funding caps.

Lands Legacy comprises three components:

- The first component provides \$450 million for Federal land acquisition of precious natural and historic sites, including national parks, national forests, refuges, and environmentally sensitive lands throughout the Nation.
- The second component provides \$521 million targeted to State, local, and Tribal governments throughout the Nation for planning and for open space acquisition; habitat and wildlife conservation; and preservation of forest lands, urban and suburban parks and greenways, riparian areas, and wetlands. A new non-game

wildlife conservation grant program will be developed to help States promote and protect indigenous non-game wildlife through land acquisition, habitat conservation, and non-game recreation projects. A new open space planning program to support State, regional, and local planning for smart growth (which integrates open space conservation planning with other economic, transportation, and development planning) will be coordinated with similar activities being proposed under the Livable Communities Initiative. Also, while a continuing part of Lands Legacy, USDA's Farmland Protection Program will be proposed at \$65 million in mandatory funding within the Farm Conservation initiative. (For more information, see the Farm Safety Net discussion.)

- Land Legacy's third component directs \$429 million specifically to coastal and Great Lakes areas to protect their unique and fragile resources, which are faced with threats due to population growth, economic development, and pollution and other potential damage from both inland and outer continental shelf (OCS) oil and gas development. In addition to significant increases for existing Coastal Zone Management Act programs, the budget proposes new funding for grants directed to States having OCS oil and gas development off their shores. These special grants would be available for environmental monitoring, mitigation, and enhancement of coastal areas affected by existing OCS activity. Lands Legacy also includes funds to restore the Pacific northwest salmon, enhance the National Marine Sanctuaries and Estuarine Reserves systems, and expand coral restoration efforts.

Promoting Clean Energy at Home and Abroad: Both at home and abroad, there are urgent environmental needs and significant economic opportunities in accelerating the shift to clean and efficient energy technologies and practices. To this end, the budget proposes a new Clean Energy for the 21st Century initiative. The initiative provides a \$103 million increase over 2000 for new and expanded demonstration and export promotion measures to accelerate the development and deployment of clean energy technologies in developing coun-

Table 4-1. An 11-Percent Increase For High-Priority Environmental and Natural Resource Programs

(Budget authority, in millions of dollars)

	1993 Actual	1999 Actual	2000 Estimate	2001 Proposed	Change: 1993 to 2001	Change: 2000 to 2001
Lands Legacy Initiative (DOI, USDA, NOAA)	380	473	727	1,400	+1,020	+673
Farm Conservation Initiative (USDA) (mandatory) ¹	1,584	1,797	1,851	3,099	+1,515	+1,248
Clean Energy Initiative (DOE, USDA, AID, DOC, TDA, EX-IM)	251	286	294	490	239	196
Greening the Globe Initiative (AID, Treasury, USDA, DOI)	82	65	80	150	+68	+70
Great Lakes Initiative (EPA)	18	18	17	67	+49	+50
Climate Change Technology Initiative (DOE, EPA, USDA, HUD)		1,021	1,099	1,432	+1,432	+333
Clean Water Action Plan (EPA, USDA, DOI, NOAA, Corps)		1,871	1,998	2,426	+2,426	+428
Salmon Habitat Restoration (NOAA, Corps)		95	151	251	+251	+100
Endangered Species Act (DOI, NOAA)	75	129	152	170	+95	+18
Department of Transportation (DOT):						
Mass Transit	3,774	5,389	5,785	6,321	+2,547	+536
Congestion Mitigation and Air Quality (CMAQ)	601	1,408	1,509	1,557	+956	+48
Environmental Enhancements; Preservation Pilots	114	646	720	771	+657	+51
Subtotal, DOT (Select programs)	4,489	7,443	8,014	8,649	+4,160	+635
Department of the Interior (DOI):						
National Park Service Operating Program	984	1,286	1,364	1,454	+470	+90
Bureau of Land Management Operating Program	638	716	743	819	+181	+96
Fish and Wildlife Service Operating Program	531	660	703	762	+231	+59
Subtotal, DOI (Select programs)	2,153	2,662	2,810	3,035	+882	+225
Department of Agriculture (USDA):						
Forest Service Operating Program	1,319	1,595	1,668	1,790	+471	+122
Natural Resources Conservation Service Operating Program	577	641	661	747	+170	+86
Water/Wastewater Grants and Loans	508	645	631	648	+140	+17
Subtotal, USDA (Select programs)	2,404	2,881	2,960	3,185	+781	+225
Environmental Protection Agency (EPA):						
Operating Program	2,767	3,496	3,532	3,917	+1,150	+385
Clean Air Partnership Fund				85	+85	+85
Superfund Orphan Share (mandatory)				150	+150	+150
Subtotal, All EPA	6,923	7,589	7,563	7,407	+484	-156
Department of Energy (DOE):						
Energy Conservation and Efficiency (gross)	592	692	745	851	+259	+106
Solar and Renewable Energy R&D (net)	249	336	315	410	+161	+95
Federal Facilities Cleanup (Environmental Management Program)	6,396	5,843	5,878	6,318	-78	+440
Subtotal, DOE (Select programs)	7,237	6,871	6,938	7,579	+342	+641
Department of Defense (DOD):						
Cleanup	1,604	1,962	1,634	2,178	+574	+544
Environmental Compliance/Pollution Prevention/Conservation	2,227	2,434	2,337	2,139	-88	-198
Subtotal, DOD (Select programs)	3,831	4,396	3,971	4,317	+486	+346
National Oceanic and Atmospheric Administration (NOAA):						
Fisheries and Protected Species	232	350	396	431	+199	+35
Ocean and Coastal Management	121	178	188	314	+193	+126
Ocean and Atmospheric Research	202	287	301	303	+101	+2
Subtotal, NOAA (Select programs)	555	815	885	1,048	+493	+163
Partnership for a New Generation of Vehicles (DOE, DOC, NSF, EPA, DOT)		235	226	255	+255	+29
U.S. Global Change Research (NASA, DOE, NSF, DOC, USDA, others)	1,323	1,657	1,701	1,740	+417	+39
GLOBE—Global Environmental Education (NOAA, NASA, EPA, NSF) ..		10	11	13	+13	+2
Montreal Protocol (State/EPA)	25	45	40	49	+24	+9
Global Environment Facility (Treasury)		168	36	176	+176	+140
Multilateral and Bilateral Assistance (International Programs/AID) ..	329	278	279	301	-28	+22
Total ²	31,226	37,685	38,404	42,527	+11,301	+4,123

¹ Increase over 2001 authorized level is \$1.3 billion; includes funding for the Conservation Reserve Program (CRP).² Total includes mandatory spending and is adjusted to eliminate double counts.

tries. Energy use by developing countries is expected to double between 1990 and 2020, and quadruple by 2050, accounting for three-fourths or more of the increase in global en-

ergy use. Clean energy technologies can provide energy services in these countries efficiently and cost-effectively, with reduced emission of pollutants or greenhouse gases. U.S.

Table 4-2. A Doubling of the Lands Legacy Initiative

(Discretionary budget authority, in millions of dollars)

	1993 Actual	1999 Actual	2000 Estimate	2001 Proposed	Change: 1993 to 2001	Change: 2000 to 2001
Federal Land Acquisition:						
Federal Land Acquisition (DOI)	193	211	264	320	+127	+56
Federal Land Acquisition (FS/USDA)	62	78	95	130	+68	+35
Baca Ranch (NM) One-time Acquisition (FS/USDA)		40	61		NA	NA
Total, Federal Land Acquisition	255	329	420	450	+195	+30
DOI/USDA State Conservation Programs:						
LWCF State Conservation Grants (NPS/DOI)	28		40	150	+122	+110
State Non-Game Wildlife Grants (FWS/DOI)				100	+100	+100
Cooperative State Planning (USGS/DOI)				50	+50	+50
Cooperative Endangered Species Conservation Fund (FWS/DOI)	7	14	23	65	+58	+42
North American Wetland Conservation Fund (FWS/DOI) ..	9	15	15	30	+21	+15
Urban Parks and Recreation Recovery Grants (NPS/DOI) ..			2	20	+20	+18
Subtotal, DOI	44	29	80	415	+371	+335
Forest Legacy Program (FS/USDA)	10	7	30	60	+50	+30
Urban and Community Forestry (FS/USDA)	25	31	31	40	+15	+9
Smart Growth Partnership (FS/USDA)				6	+6	+6
Subtotal, USDA	35	38	61	106	+71	+45
Total, State Conservation Programs	79	67	141	521	+442	+380
NOAA/DOC Coastal Programs:						
National Marine Sanctuary Program	7	14	26	35	+28	+10
Coastal Zone Management Act (CZMA) Program	35	58	59	159	+123	+99
Coastal Impact Assistance Grants				100	+100	+100
Pacific Northwest Salmon Fund			58	100	+100	+42
National Estuarine Research Reserves System	3	4	12	20	+17	+8
Coral Restoration			6	15	+15	+9
Dredging and other NOAA Programs		2	5			-5
Total, Coastal Programs	46	78	165	429	+383	+263
Total, Lands Legacy Discretionary Funding	380	473	727	¹1,400	+1,020	+673

NA = Not applicable

¹In addition, while part of the overall Lands Legacy initiative, USDA's Farmland Protection Program will be funded in 2001 at \$65 million in mandatory funding within the Farm Conservation initiative. The 2000 request was \$50 million in discretionary funding; none was appropriated.

firms could capture a significant portion of the \$10 trillion worldwide market for energy supply technologies over the next 20 years. The budget also provides \$289 million (\$93 million over 2000) in discretionary spending in 2001 and \$976 million in tax incentives over five years to support Executive Order 13134 and to help meet the President's goal of tripling U.S. use of biobased products and bioenergy by reducing the cost of converting crops, trees, and biological wastes into fuels, electric power, chemicals, and consumer goods.

Addressing Global Climate Change Through Technology: The budget proposes \$1.6 billion for the third year of the Climate Change Technology Initiative (CCTI), which is designed to promote energy efficiency, develop

low-carbon energy sources, and reduce greenhouse gas emissions. Led by the Department of Energy (DOE) and EPA, the effort also includes USDA, the Department of Housing and Urban Development, and the National Institute of Standards and Technology. Of the amount proposed, \$1.4 billion is for R&D spending on energy efficiency and renewable energy technologies, and \$0.2 billion is for tax credits to stimulate use of energy efficient technologies in buildings, industrial processes, vehicles, and power generation.

Conserving Forests Around the Globe: The Greening the Globe initiative seeks to increase the conservation of tropical and other significant forests around the world. The budget includes an increase of \$70 million for this

initiative. The Agency for International Development will work with host countries and partners to expand the conservation of and improve the management of biologically significant areas. Environmental damage in developing countries is often driven by poverty and food insecurity. In an effort to address these causes of deforestation, the Treasury Department will work with developing countries to develop debt-for-nature swaps that will provide local currency resources to conserve globally-significant tropical forests. The Forest Service and the Fish and Wildlife Service will use their expertise to help developing countries conserve their forests through technical assistance and disaster coordination.

Restoring the Great Lakes: The Great Lakes are the largest system of fresh surface water on earth, and one of the Nation's most valuable natural resources. Although significant progress has been made, the Great Lakes still have serious pollution problems, particularly from toxic pollutants that have contaminated sediments. As a result of these toxic pollutants, advisories have been issued to not consume fish caught in many areas in the Great Lakes. The budget includes a \$50 million increase for new competitive grants to help restore polluted "areas of concern" in the Great Lakes, as defined in the bi-national Great Lakes Water Quality Agreement. These funds will be used to implement specific actions identified in restoration plans for each area of concern, including remediating contaminated sedi-

ments, controlling storm water pollution, and restoring wetlands.

Strengthening the Farm Safety Net Through Conservation: The Administration recognizes the importance of providing assistance to farmers and ranchers who practice environmentally sound land management, particularly when they are faced with financial hardship. The Administration's Farm Safety Net proposal includes the Farm Conservation Initiative, helping farmers and ranchers continue to protect the environment from agricultural pollution while providing them with economic help. The initiative will allow the USDA's Wetlands Reserve and Conservation Reserve Programs to enroll 250,000 annual acres and 40 million cumulative acres, respectively; fund the Farmland Protection Programs at \$65 million annually; provide \$50 million annually for the Wildlife Habitat Incentives Program; increase authorized annual funding for the Environmental Quality Incentives Program by \$125 million, to \$325 million; and, propose \$600 million in annual funding for a new Conservation Security Program. Through these programs, participants will receive cost-share assistance, technical assistance, and in many cases, annual payments for high-priority activities including wetlands restoration, farmland protection, and comprehensive nutrient management (see Table 4-3).

Table 4-3. \$1.3 Billion Increase for the Farm Conservation Initiative

(Mandatory budget authority, in millions of dollars)

	2000 Estimate	2001 Authorized Level	2001 Proposed	Change: Authorized Level to Proposed
Conservation Security Program			600	+600
Environmental Quality Incentives Program	174	200	325	+125
Wetlands Reserve Program	165	46	259	+213
Farmland Protection Program			65	+65
Wildlife Habitat Incentives Program			50	+50
Conservation Reserve Program (CRP) Continuous Sign-up Bonuses	10	13	138	+125
Conservation Technical Assistance	35		110	+110
Total, Farm Conservation Initiative¹	384	259	1,547	+1,288

¹This initiative would also increase cumulative CRP enrollment to 40 million acres, allowing an additional 1.2 million acres to sign up annually in 2001 through 2003. The first payments for these additional acres would be made in 2002.

Making America More Livable through Better America Bonds: As part of the Livable Communities initiative, the Administration is again proposing a new financing tool to preserve green space for future generations and provide attractive settings for economic development. The proposal would provide authority for State, local, and Tribal governments to issue \$2.15 billion in Better America Bonds in 2001 and \$10.8 billion over five years. Investors in these 15-year bonds will receive Federal tax credits in lieu of interest payments from State and local governments over the life of the bonds, thereby significantly reducing the cost to States and local governments of preserving green spaces. The estimated revenue loss to the Treasury is about \$0.7 billion over five years. Better America Bonds will be available to help State, local, and Tribal governments finance a range of environmental projects such as: enhancing green space (urban parks, suburban green spaces, farmland, forests, and wetlands); protecting water quality (including measures on publicly owned land to control runoff or erosion or to protect endangered species); and, cleaning up brownfields (environmental assessment and remediation of contaminated property).

Recovering Pacific Salmon: In June 1999, the United States and Canada signed the historic U.S.-Canada Pacific Salmon Agreement, providing for international cooperation, new and necessary fishing regimes, further science and research, and other projects designed to better understand the causes for decline of at-risk salmon species. These efforts are aimed at stemming the decline of the at-risk salmon species in the Pacific Northwest. The budget proposes a total of \$60 million, an increase of \$35 million, to implement this agreement in 2001.

In addition, the budget continues the Federal Government's broad interdepartmental Pacific Coastal Salmon Recovery Initiative to assist in the conservation and recovery of at-risk Pacific salmon runs in the western States of California, Oregon, Washington, and Alaska. In 2001, this initiative will be included as part of Lands Legacy and the new discretionary budget cap. The initiative responds to the proposed listings of these runs under the ESA by forming lasting partnerships with State, local, and Tribal efforts for saving

Pacific salmon and their important habitats. To finance this initiative, the budget proposes \$100 million, an increase of \$42 million over 2000, for the Pacific Coastal Salmon Recovery Fund to continue to help share the costs of State, Tribal, and local conservation initiatives in California, Oregon, Washington, and Alaska in recovering severely at-risk salmon.

These two efforts are in addition to ongoing Columbia and Snake River (Washington, Oregon, Idaho) salmon restoration activities, including \$91 million requested for the Army Corps of Engineers in 2001, a \$23 million increase over 2000.

Rewarding Early Pollution Reductions: The budget proposes \$85 million in 2001 for the new Clean Air Partnership Fund to finance projects that achieve innovative and early air pollution and greenhouse gas emission reductions. This fund will provide the opportunity for State, local, and Tribal governments to partner with other parties and the Federal Government to demonstrate the most creative ideas for cleaning the air. The goal of this program is to help implement environmental protection in a common sense, flexible, and cost-effective manner, encouraging the development of smart multi-pollutant strategies to reduce greenhouse gases, air toxics, soot, and smog to protect our climate and our health.

Implementing the Clean Water Action Plan (CWAP): To mark the 25th anniversary of the Clean Water Act, the President and Vice President announced the Clean Water Action Plan (CWAP) in February 1998. The CWAP focuses on three remaining challenges for restoring and protecting the Nation's waterways: preventing polluted runoff; protecting public health; and, ensuring community-based watershed management.

The budget provides \$2.4 billion in discretionary funding for the third year of this multi-agency initiative, a 21-percent increase over the 2000 level, as well as a \$151 million, or 87-percent, increase in mandatory funding for USDA's Environmental Quality Incentives Program, to help farmers prevent polluted runoff. An increase of \$45 million, or 39 percent, is provided to help States develop water pollution allocation plans (known as TMDLs), and an increase of \$50

million, or 25 percent, is provided to reduce polluted runoff through EPA State grant programs. The budget also includes increases for the Forest Service to better address water quality problems on Federal lands; the National Oceanic and Atmospheric Administration to help States and local communities protect their coasts from the pollution that leads to degradation; and, \$20 million for the Army Corps of Engineers to begin an initiative—Challenge 21—to restore riverine ecosystem functions while providing flood hazard mitigation for communities.

To support the joint State-Federal CALFED initiative addressing environmental and water management problems associated with the California Bay-Delta, the budget proposes \$60 million for the Bureau of Reclamation's Bay-Delta Program. In addition, the budget includes continued funding for a number of ongoing Federal activities that support CALFED's long-term goals.

Enhancing the Stewardship of National Treasures: The Administration continues to invest in national parks, wildlife refuges, national forests, and other public lands to ensure that future generations are afforded the opportunity to enjoy these national treasures. It will again work with Congress to target resources to high-priority projects that maintain and restore facilities in national parks, forests, refuges, and public lands. The budget also supports permanent authorization of the recreation fee demonstration program, which provides almost \$200 million annually in revenue for land management agencies to reinvest in visitor facilities and services. To provide for stewardship of newly acquired treasures, the Administration is studying ways to address transitional start-up cost requirements for newly acquired lands, such as stabilizing historic structures, cleaning up hazardous wastes, and inventorying newly acquired resources. This could help to ensure that the near-term costs for newly acquired lands do not divert funds needed for the long-term maintenance of existing facilities.

Funding the EPA Operating Program: The budget proposes \$3.9 billion, an 11-percent increase over 2000, for EPA's operating program, which includes most of EPA's research, regulatory, and enforcement programs, and

partnership grants with States and Tribes. The operating program, which has grown 42 percent during this Administration, represents the backbone of the Nation's efforts to protect public health and the environment through sound science, standard setting, enforcement, and other means, ensuring that our water is pure, our air clean, and our food safe.

Within the operating program, the budget fully funds the third year of EPA's part of the CCTI (\$227 million) and the CWAP (\$762 million). The budget also provides \$30 million for a major multi-year environmental initiative to better integrate and enable substantially greater use of EPA and State environmental data systems.

Financing Water Quality Infrastructure: The budget proposes \$825 million (\$5 million over 2000) in EPA capitalization grants for Drinking Water State Revolving Funds (SRFs), which make low-interest loans to help municipalities meet the requirements of the Safe Drinking Water Act Amendments. These funds will help ensure that Americans have a safe, clean drinking water supply—our first line of defense in protecting public health. Every State has now successfully established a Drinking Water SRF and begun disbursing loans to its communities.

The budget also proposes \$800 million in capitalization grants to Clean Water SRFs to help municipalities comply with the Clean Water Act, thus helping to reduce beach closures and to keep our waterways safe and clean. Those levels for the two SRFs will keep the programs on track toward achieving the Administration's goal of providing sufficient capital for the two SRFs to offer \$2.5 billion a year in financial assistance to municipalities over the long run. The Clean Water SRFs are on schedule for reaching that goal in 2005.

Accelerating Endangered Species Act Efforts: The budget proposes a 12-percent increase, an additional \$18 million, for a total of \$170 million, in Interior's Fish and Wildlife Service and Commerce's National Marine Fisheries Service, for the endangered species program. These funds will support the Administration's efforts to encourage private landowners to protect species, and recover salmon in the Pacific Northwest. The Endangered Spe-

cies program increases are designed to encourage cooperative partnerships between the Federal Government and States, localities, Tribes, and private parties to recover listed species and prevent the need to list more.

Supporting the Global Environment Facility (GEF): U.S. participation in the GEF is a cornerstone of our foreign policy on the environment. The GEF has become the world's leading institution in aiding developing countries in protecting the global environment by working to prevent global climate change, massive extinction of valuable species, and the collapse of the oceans' fish population. The \$176 million proposal for 2001 includes \$107.5 million for the 2001 contribution to the GEF's second four-year replenishment program, from 1999 to 2002, and \$68.5 million for contributions previously due. U.S. funding for this program is crucial if the United States hopes to continue influencing GEF's policies and lending strategies.

Expanding Federal Facilities Cleanup and Compliance: The Federal Government continues to address the huge challenge of cleaning up Federal facilities contaminated with radioactive or hazardous waste. DOE faces the most complex and costly problems from over 50 years of research, production, and testing of nuclear weapons and reactors, which resulted in thousands of areas of known contamination and buildings requiring decontamination and decommissioning. At the beginning of 1993, of the 113 DOE sites to be

cleaned up, only 23 were complete. By the end of 2001, an additional 51 DOE sites will have been cleaned up.

The budget proposes \$6.3 billion for DOE's Environmental Management program, including \$1.2 billion to clean up quickly and return excess Federal property to beneficial use in local communities. The budget also proposes \$515 million to continue to privatize waste remediation at such sites as the Hanford, Washington and Idaho facilities, for which DOE pays for the delivery of treated waste that meets approved specifications. Privatization will help speed cleanups, reduce health risks, and cut costs at these sites.

The Department of Defense (DOD), which operates one of America's most diverse environmental programs, is focusing its efforts on reducing relative risk at its active and closing installations. DOD is in the process of conducting restoration studies or cleanups at 678 military installations and over 2,000 formerly-used properties. Moreover, it has determined that over 16,000 sites require no further action. DOD also is making progress in its compliance and pollution prevention, conservation, and environmental technology programs. The budget proposes \$4.3 billion for all DOD environmental activities, an amount that reflects a commitment to consistent and wise stewardship of DOD lands. The Administration is committed to making all current and former DOD property safe and clean.